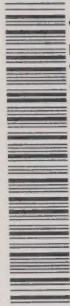


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FINAL REPORT  
AND  
RECOMMENDATIONS

SMALL COMMUNITIES  
COMMITTEE

A STUDY OF LOCAL GOVERNMENT  
FOR THE UNORGANIZED TOWNSHIPS  
NEAR KIRKLAND LAKE

W. ANGUS - KING KIRKLAND

H. JANSSEN - SESEKINIKA

D. PERKINS - TARZWELL





The Honourable W. Darcy McKeough,  
Treasurer of Ontario,  
Queen's Park,  
Toronto, Ontario.

Dear Sir:

We have completed our study of local government possibilities for the unorganized Townships surrounding the Town of Kirkland Lake in accordance with the instructions set forth by the Honourable K. C. Norton in his letter of December 9, 1976 and we have the honour herewith to present our report.

Respectfully submitted,

W. Angus

W. Angus

H. Janssen

H. Janssen

D. Perkins

D. Perkins

King Kirkland, Ont.  
December 22, 1977.





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# FINAL REPORT AND RECOMMENDATIONS

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## A STUDY OF LOCAL GOVERNMENT FOR THE UNORGANIZED TOWNSHIPS NEAR KIRKLAND LAKE

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SMALL COMMUNITIES COMMITTEE





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## PREFACE

This report represents the efforts of a small committee, over a period of about 16 months. Its purpose is to suitably document a study of local government alternatives for the unorganized townships near Kirkland Lake, from the distinct perspective of residents of the unorganized communities.

Our committee was composed of three members chosen by public elections within the unorganized area. In addition, through the ministry of Treasury, Economics and Intergovernmental Affairs, we were provided with a Study Officer, Mr. W. E. Winegard, who served as the major Committee resource throughout the study.

The work of the study has involved a great amount of statistical data and specialized governmental knowledge. In contrast, our only qualifications as Committee members were a deep concern with local government, and a willingness to contribute our time. Of necessity, we have relied heavily on the data and expertise provided by the Study Officer. However, whenever possible, we have sought to independently verify all information.

Despite the above, the authorship of this report is solely the work of the three Committee members. Although we have used data provided to us, we bear the final responsibility for the methodology of the calculations and the discussions of results.

Throughout the study, we have tried conscientiously to reflect the thrust of public opinion in the unorganized area. However, it is unavoidable that our personal views have affected both the conduct of the study and the writing of this report. We realize, therefore, that the opinions, conclusions and recommendations contained in this report, are the product of the members of our Committee, but we trust that they are reasonably representative of the views of the residents in the unorganized area.

# CHAPTER I

## INTRODUCTION

### 1.1 PURPOSE AND SCOPE

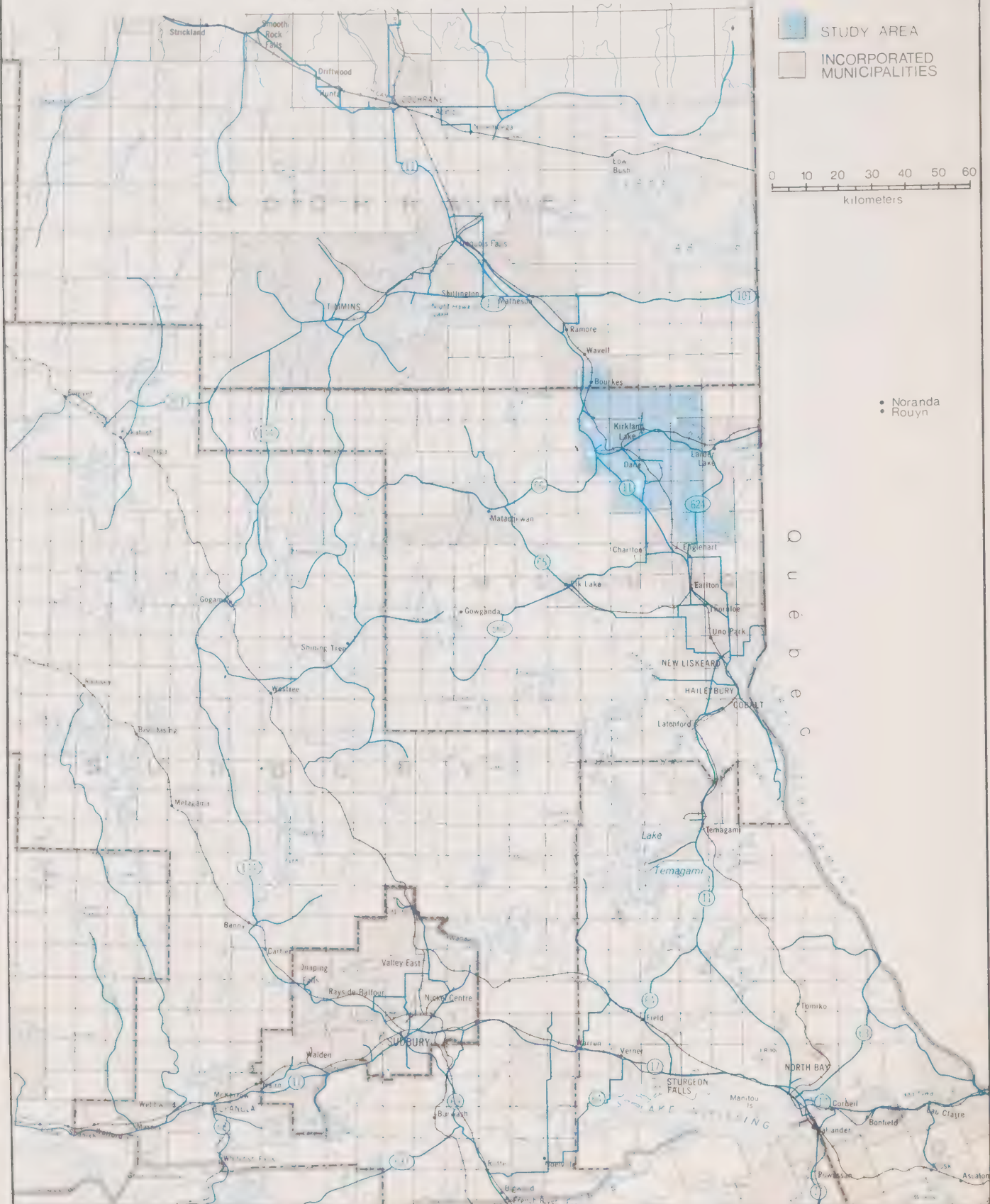
In December of 1976, a three-member committee, the Small Communities Committee (SCC), was established by the Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA), to study and recommend on alternatives for local government in about 14 unorganized townships in the northeastern part of Timiskaming, near the Town of Kirkland Lake. The purpose of this report is to present the results of the study together with appropriate recommendations for future action.

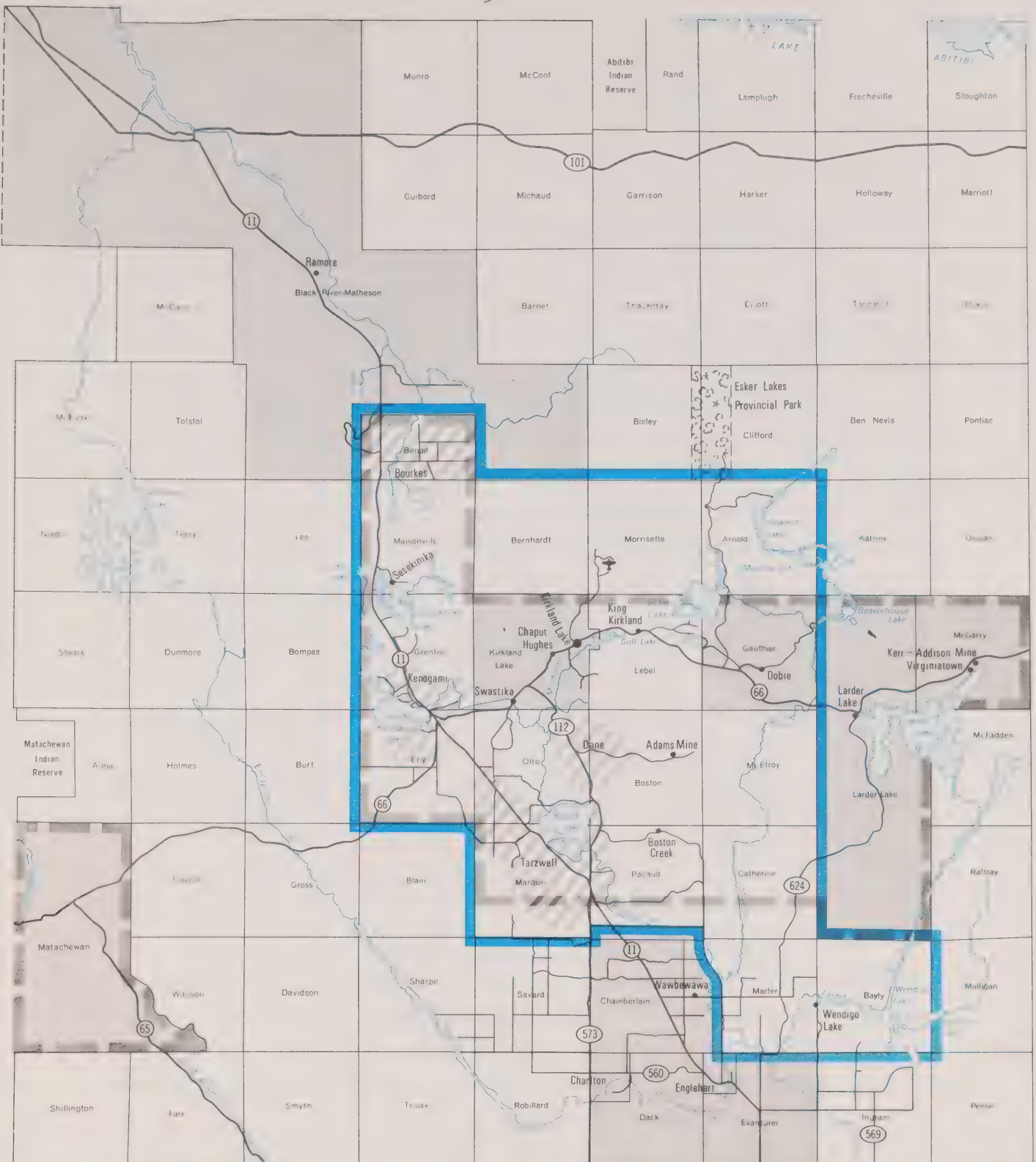
The scope of the study has never been rigidly defined. To the contrary, the SCC was allowed to use its discretion in determining the exact geographical area to be studied, the composition of the study committee and the procedures to be followed.<sup>(1)</sup> Figure 1 shows how the study area is situated in Northeastern Ontario, while Figure 2 provides a detailed map of the area.



Figure 1

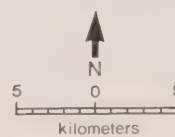
# KIRKLAND LAKE AREA LOCAL GOVERNMENT STUDY





**Figure 2**  
**Kirkland Lake Board of Education ~Area of Jurisdiction**

- Board of Education
- Study Area
- Extended Community



Since a considerable amount of time of the Committee members was devoted to problems occasioned by the failure of the initial study proposal made by TEIGA, the Committee has included in its study, the ways in which changes are brought about by provincial government administration. This aspect of the scope of the study has resulted in two characteristics of the report which should be noted. First, since we are concerned with the method of implementing local government studies, we have attempted to provide a complete record of our activities. Second, this introductory section will include significant recommendations, and it should be read as a major section of the body of the report. This is necessitated by the fact that the Introduction properly discusses the origin of the study, describes the local context and outlines the formation, orientation and operation of the three-member committee which finally evolved, i.e., the Introduction discusses topics which were of major concern to the deliberations of the Committee.

It required well over a year to develop the study committee in its final form. It was a complex process which was influenced by local and provincial politics, and which resulted in the public expression of strong feelings of animosity and hostility by local area residents. These feelings have been, and will continue to be, a major factor which must be considered when contemplating change in local government in the area.

The development process can be divided into three phases:

1. Origin of the study, which can be directly related to events at least as early as October, 1975. This phase involved correspondence and negotiation between TEIGA and the Town of Kirkland Lake.
2. Presentation of the TEIGA Study Proposal to residents of the unorganized townships which were to be studied. This phase involved public meetings in the townships, and terminated when elected representatives from the unorganized townships formally rejected the TEIGA study proposal.



3. Development of an alternative proposal for the local government study, which involved further public meetings among the residents of the unorganized townships, and negotiations between Kirkland Lake, TEIGA personnel and the elected township representatives. This phase culminated with the presentation in December, 1976, by the Hon. Keith Norton, of a new study proposal, which was accepted by the elected representatives from the unorganized townships. The Small Communities Committee was thus formed and began operations shortly before Christmas, 1976.

## 1.2 ORIGIN OF THE STUDY

The initial uncertainty regarding the reasons for this study, and when and by whom the decision was made that a study should take place, led to significant feelings of distrust of both the Provincial Government and the Town Council of Kirkland Lake, on the part of the residents of the unorganized townships affected. For this reason alone, it is important to establish the sequence of events that led to the study, and to recommend a future course of action which will not engender a spirit of distrust among the people involved.

Table 1 shows an abbreviated timetable of events that resulted in the first government proposal for a local government study in the Kirkland Lake area.

On October 21st, 1975, Council of the Town of Kirkland Lake passed by-law 75-62 requesting the Ontario Municipal Board to start procedures for annexation of the Townships of Morrisette and Bernhardt, in order to gain building control around the Kirkland Lake Airport, which is located in the South-West corner of Morrisette Township.

TABLE 1 ORIGIN OF STUDY

<u>DATE</u>	<u>EVENT</u>
October 21, 1975	First reading of annexation by-law 75-62 by Kirkland Lake Council (Bernhardt and Morrisette Townships).
November 5, 1975	TEIGA recommends to Kirkland Lake Planning & Housing Officer, procedure whereby Council asks Treasurer for study to examine feasibility of annexation.
February 3, 1976	Kirkland Lake Council passes resolution requesting TEIGA assistance in study of extension of municipality to I.D. of Gauthier(Dobie), and Townships of Benoit, Maisonville, Grenfell, Eby, Otto, Boston, McElroy, Arnold, Lebel.
April 8, 1976	Hon. Keith Norton informed of Kirkland Lake Council's agreement to defer annexation of Bernhardt - Morrisette in favour of including issue in study.
August 9, 1976	Treasurer outlines study proposal to Kirkland Lake Mayor Stan Johnston.

Acting on suggestions from TEIGA, Kirkland Lake Council passed a resolution on February 3rd, 1976 requesting the Ministry of Treasury, Economics and Intergovernmental Affairs to conduct a local government study taking in the unorganized townships surrounding Kirkland Lake as well as the Improvement District of Gauthier. Subsequently the composition of the study group and its terms of reference were defined in correspondence to the Mayor of the Town of Kirkland Lake<sup>(2)</sup> and Mr. R. Bain, M.P.P. Timiskaming.<sup>(3)</sup> Copies of this correspondence are included in the Appendix.

In view of the above, what were the causes of the distrust that developed among people in the unorganized townships? A major factor was that the people in these townships, whose lives and area were to be studied, were not informed of the purpose or nature of the study until late August, 1976, when the decision had already been made and the structure of the study already outlined in proposal form. They thus had no input to the following basic questions:

1. Should there be a study in their area?
2. What should be studied?
3. How should a study be conducted?
4. What should happen after the study?

Even after the people were advised of the study through announcements in the local media, they were given no explanation of the origin of the study, which contributed significantly to their feelings of distrust. Indeed, most of the events listed in Table 1 were not brought out until September and October. To be sure, there were announcements in the local press as early as April, 1976, but these tended to be inflammatory, with references to the imposition of regional government and annexation.



Despite the outline of the origin of the study contained in this report, there still remain some unanswered questions which will tend to maintain a level of distrust among the people in the townships. On July 20, 1971, a letter was received by a King Kirkland resident, from Mr. Albert J. Elie, Senior Planner, Dept. of Municipal Affairs.<sup>(4)</sup> An extract from this letter is given below: -

" The Township of Teck has requested that the Minister of Municipal Affairs give consideration to enlarging the Teck Planning Area to cover a much larger area, which would include Lebel Township. This request is being considered in addition to other similar requests concerning the needs of other planning areas in this part of Ontario. When this matter has been carefully studied, and the recommendations from these studies are implemented, it will then be possible to consider the possibility of introducing more sophisticated land use controls in King Kirkland Townsite."

The careful study noted above was taking place six years ago. What was studied? Where are the results? What were the recommendations? Where are the records? Why, at that time, did Kirkland Lake request to extend its planning areas? Does Kirkland Lake still desire to extend its control to the unorganized areas (in addition to the two townships involved with the Airport)?

While the role and participation of Kirkland Lake in this study will be discussed later in the report, it must here be stressed that, so long as the above questions remain unanswered, there will exist a significant level of doubt and mistrust among residents in the townships.

The SCC recognizes that it has become the policy of the Provincial Government to encourage and assist local government studies involving municipalities in the North, and to implement resulting changes through legislation rather than through the Ontario Municipal Board.<sup>(5)</sup> Without commenting, at this point, on the advisability of this procedure, our Committee believes that the manner in which local government studies are initiated can be significantly improved.

#### RECOMMENDATION

- 1 - 1. In situations which involve the extension of planning or municipal control to unorganized areas, full and complete disclosure of all relevant materials (records, reports, correspondence, etc.), and a formal and complete statement of the interests of the neighboring municipalities in the unorganized areas, should be made to the residents of the areas concerned, as a prerequisite to pursuing a local government study.
- 1 - 2. Residents of the unorganized areas, as well as residents of the involved municipalities, should be given the opportunity of providing input to the formation of any local government study proposal, after being appraised of the local situation as in 1 - 1 above. Such input should include opportunity to answer the following questions:
  - a. Is a study desirable and/or necessary?
  - b. What questions should a study attempt to answer?
  - c. Who should conduct the study? How?
  - d. What procedures should be followed after the study is completed?

This input can be obtained through public meetings and/or written briefs.

In the opinion of the Committee, if the above recommendations had been followed in implementing this study, not only would a considerable amount of time have been saved, but neither would the government have found it necessary to cope with a legacy of doubt and mistrust, as it now must do. It should be noted that, in the present study, the residents of the unorganized areas eventually provided input to the study proposal, but this was done only as the result of unusual determination and exceptional circumstances, and only after their feelings of resentment and distrust were escalated to a high degree.

### 1.3 THE TEIGA PROPOSAL AND THE FIRST PUBLIC MEETINGS

The study proposal outlined in Mr. Norton's correspondence referenced above, specified that the study committee was to consist of nine members:

- 2 members-----TEIGA. One of these to be  
Committee Chairman.
- 3 members-----Appointed by Town Council  
of Kirkland Lake
- 1 member-----Appointed by Board of  
Improvement District of  
Gauthier(Dobie).
- 3 members-----Representative of the  
unorganized townships.

When Mr. Bain was requested to select the township representatives, he chose to have them elected at public meetings for three separate areas of the unorganized townships, as follow:

September 1 (1976)	King Kirkland	Townships of Lebel, Morrisette, Arnold, McElroy
-----------------------	---------------	---



September 8	Dane	Townships of Otto, Pacaud, Marquis, Marter, Boston, Eby
September 9	Swastika	Townships of Grenfell, Maisonville, Benoit, Bernhardt

These public meetings are briefly discussed here because they were pivotal in determining the study approach that finally was to emerge. A more detailed account is given in a later section of the report which deals specifically with public input.

The only acquaintance with the study that local residents had, prior to the public meetings, was obtained through the two news releases on Aug. 25<sup>(6)</sup> and Aug. 27<sup>(7)</sup> 1976. Nevertheless, the meetings were well attended, which was at least partially due to the fact that the previous publicity emphasized the possibilities of regional government and annexation by Kirkland Lake. Residents at the King Kirkland meeting were especially unprepared, since they had little concept of the origin of the study or its purposes. Participants in the Dane and Swastika meetings were somewhat better informed, as described below.

At the first meeting in King Kirkland, two reasons were given for the study:

1. Kirkland Lake's request to annex two townships and to conduct a feasibility study of incorporating the others.

2. Local pressure for removal of building restrictions and the government's insistence that they be replaced with some other type of controls.

The residents at the meeting expressed strong opposition to annexation, and strong feelings of reservation with regard to the effectiveness of the township representation on the committee. Mr. Norton's letter, which outlined the study, was noted by Mr. Bain, and he volunteered to provide copies. One such copy was obtained at the conclusion of the meeting, which was subsequently recopied and distributed to residents of the townships associated with the Dane and Swastika meetings.

The Norton-Bain letter was read with feelings of both alarm and resentment. Two "unofficial" meetings were held by concerned residents, at Dane and at Bourkes, to study and discuss the letter, prior to the regularly scheduled meetings of September 8 and 9. At the meeting in Dane, a petition was initiated which opposed annexation by Kirkland Lake, and demanded that any committee which was to recommend a local form of government for the unorganized townships, should consist exclusively of township residents. A copy of this petition is found in Appendix B.

The Dane meeting of September 8 was loud and volatile. Strong opposition was expressed towards annexation by Kirkland Lake, the imposition of the study and the structure of the study committee. The latter gave particular cause for resentment, since only 3 of the 9 members were from the townships to be studied, 2 members were not from the local area at all, and one of these, the representative of a government which seemed to favour annexation, was to act as

Chairman. All residents present at the meeting signed the petition noted above.

The Swastika meeting, though somewhat more subdued than the one at Dane, was still emotionally charged. The concerns were essentially the same as those expressed at the Dane meeting of the previous night, and again, all residents present signed the petition. The role of Kirkland Lake was somewhat clarified at this meeting by a member of the Town Council, who stressed that the only real interest of Kirkland Lake was in annexation of the two townships involved with the municipal airport (Bernhardt and Morrisette), and it was, in fact, the Provincial Government, which advised the Town to ask for a local government study. While these statements may have diminished the animosity felt towards Kirkland Lake, they served to increase the distrust felt towards the Provincial Government.

The petition was sent to the Treasurer of Ontario on September 14, 1976. It contained the signatures of the great majority of residents in most of the townships involved with the Dane and Swastika meetings.

Due to the developments which occurred with the latter two meetings, the representatives elected at King Kirkland called another meeting for the associated townships so that residents could become better informed. Another petition was also initiated here, which was identical in wording to that already sent to the Treasurer.

The first meeting of the newly formed local government study committee, was called for September 30 by the committee chairman, despite the fact that the township representatives had received no response to the petition sent to the Treasurer.



These representatives met informally several days before the date of the meeting, and they agreed to resign from the committee should the Treasurer not grant that part of the petition which dealt with the committee structure. They felt this to be necessary, due to the virtually unanimous support of the petition by the people they were elected to represent, and because of the doubt, distrust and confusion engendered by the method of implementation of the study. Accordingly, when the first meeting was convened with no response to the petition, they submitted their letters of resignation. These are contained in Appendix C. Simultaneously, the representative from King Kirkland submitted the petition from that area which contained the signatures of 86 families from among the 98 homeowners in King Kirkland Townsite.

Within one week after the failure of the TEIGA proposal occasioned by the resignations, a negative answer to the petition was received, also shown in Appendix B. Another series of three public meetings was called by the elected representatives, for people in the townships to discuss the resignations, the Treasurer's reply to the petition, and future participation in any revised study which might be proposed. Support of the resignations was unanimous. It was further agreed that the townships should participate in the study only if they had predominant representation on the study committee, and Provincial Government representatives did not sit on the committee as voting members.

The above account of the initial public participation in the study, and the failure of the study proposal, is necessarily involved. A total of nine public meetings were held in this process, and they determined to a large extent the local context of opinion within which the study was to proceed. In reality, these events were not merely a complex exercise in frustration, for they provided a framework for

the development of a more effective study. They also served to underscore the proposition that a local government study, to be based on public input, must be characterized by a sensitive and responsive implementation.

#### 1.4 DEVELOPMENT OF THE SMALL COMMUNITIES COMMITTEE

On October 14, 1976 Mr. Keith Norton met with the elected township representatives, in an attempt to develop an acceptable form of local government study. It was readily agreed that government representatives on the committee should not be voting members. However, it remained difficult to specify a committee structure that would be both acceptable to the Town Council of Kirkland Lake and consistent with the terms of the petition.

A new approach to the study was outlined to the township representatives in a letter written by Mr. Norton on December 9, 1976.<sup>(1)</sup> Since this proposal agreed with the terms of the petition, it was accepted. A preliminary meeting was held with a Ministry representative, Mr. W. E. Winegard, on December 20, and a formal letter of acceptance was submitted on December 30. The essential features of the proposal are summarized below. The proposed timetable for the complete study, showing the functions of the Province, the Small Communities Committee and the Town, is reproduced in Table 2.

##### 1. Committee Responsibility

Examine issues and possibilities  
concerning local government from  
distinct perspective of communities  
outside the Town of Kirkland Lake.

##### 2. Composition

Elected representatives to form committee.  
Expansion at their discretion.

TABLE 2 - PROPOSED STUDY TIMETABLE

TIME	PROVINCE	SMALL COMMUNITIES COMMITTEE	TOWN
Stage 1	<ul style="list-style-type: none"> <li>-collecting information and making it available to Town and SCC</li> <li>-analysing issues of particular Provincial concern for SCC and Town consideration</li> <li>-organizing additional research and logistical support upon request of Town or SCC</li> </ul>	<ul style="list-style-type: none"> <li>-supplementing staff information and analysis</li> <li>-determining the needs of local residents and reaction to change alternatives expressed by local residents and any interested parties</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> <li>-soliciting opinion of local boards, groups, concerned with area development</li> </ul>
End of March 1977		<ul style="list-style-type: none"> <li>-submitting Report dealing with local government-related needs and issues, and</li> <li>-evaluating alternatives for local government organization</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> </ul>
Stage 2	<p>(a)-if necessary, defining areas for further comment and seeking compromise on disagreed issues</p> <p>(b)-developing and distributing elements of a proposal under serious consideration by Minister</p> <p>(c)-making and publicizing final decisions and drafting legislation</p>	<ul style="list-style-type: none"> <li>-if necessary, submitting further comment and re-define position on disagreed issues</li> <li>-reacting to and suggesting re-refinement to proposal</li> <li>-be kept informed on final form of action to be proposed</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> <li>-same</li> <li>-same</li> </ul>
timing as appropriate			



3. Area of Study

Other areas to be included at discretion of Committee.

4. Participation of Gauthier

Gauthier Board to be asked for separate brief.

Participation on Committee optional.

5. Participation of Kirkland Lake

To be asked for equivalent participation by conducting and reporting on its own study.

6. Participation of Provincial Government

To provide resource and staff assistance.

To specify Provincial concerns at a later date.

7. Timetable

Flexible. Three months projected for submission of report.

8. Name

Small Communities Committee

In the opinion of this Committee, experience has shown that the proposal was mainly satisfactory, at least from the perspective of the unorganized townships. One weakness of the proposal was the projected timetable. It was necessary for the Committee to continue operations for about 6 months before the reporting stage was reached. While the Background Paper on Local Government in Northern Ontario recommends that local consultation and initiative be fundamental to local government study programs, a concept with which we most strongly agree, it also recommends that, "while comprehensive, studies should be brief".<sup>(5)</sup> These two aspects are not necessarily compatible. Conservatively, we can estimate that the three members of the SCC devoted in excess of 1800 man-hours of their "spare time" to the study: at least 400 man-hours during the 4-month

development phase; about 800 man-hours during the six month period of the study proper; at least 600 man-hours for writing this report. Brevity is in the hands of the doer.

Based on the experience described in this, and the previous section, and on subsequent conduct of the study, we make the following recommendations.

#### RECOMMENDATIONS

- 1 - 3. Representatives of the Provincial Government should not sit on local government study committees as voting members. Their participation should be in an advisory/resource capacity only.
- 1 - 4. In studies which involve the extension of municipal government or planning control to unorganized areas, the study committee should be composed exclusively of representatives determined by public election by the people in those areas.

#### 1.5 SMALL COMMUNITIES COMMITTEE: ORIENTATION AND OPERATING PROCEDURES

Due to the fact that our committee was a locally elected body, we have felt strongly that our essential function was representative in nature; that it should be the opinions and recommendations of the people in the townships, and not merely those of the committee members, that should ultimately be transmitted to the Provincial Government. Our role, therefore, has been mainly organizational and communicative, with our activities divided into four aspects:

1. Collecting and organizing information related to local government in the area.
2. Presentation of our findings to land-owners in the area.

3. Providing a forum for discussion.
4. Soliciting and documenting public opinion and recommendations.

Throughout the course of this study, formal meetings of the SCC were held in the King Kirkland School House, usually with the attendance of Mr. W. E. Winegard, TEIGA Study Officer, assigned to the study. Minutes of these meetings have been kept, all of which are contained in Appendix E. In addition, members of the Committee often met at lunch-hours to informally discuss their work. No minutes were kept of these informal discussions, but any conclusions that were reached, were reviewed in the formal meetings and recorded in the corresponding minutes.

To provide for efficient operation, it was decided that there would be no expansion in the Committee membership. It was not felt necessary to include additional members to represent particular viewpoints, since all opinions were to be obtained by public meetings and other means. This position was explained to the Chairman of the Gauthier Board; he agreed to support the efforts of the Committee and participate in the study when appropriate (see later section of this report).

The area of the study has remained as originally designated, except that both Marter and Bayly Townships have been taken into consideration.

The SCC had no designated Chairman. Decisions were reached by consensus.

We have been keenly aware of our responsibilities to keep the public informed of our activities. Copies of meeting minutes were sent to local news media, the Gauthier Board and the Town of Kirkland Lake. The local newspaper has provided



thorough coverage of our activities. In addition, the SCC prepared and distributed a series of newsletters, which summarized our activities and discussion. These are reprinted in Appendix E. Initially, due to our inexperience, Newsletters were sent to residents or cottage-owners only, and some non-resident landowners were omitted from the distribution list. This oversight was subsequently corrected, so that by the conclusion of the study, to the best of our ability, all landowners had received all Newsletters.

Concomitant with the representative nature of the SCC, was the responsibility of assuring ample opportunity for public input. Members of the Committee were involved in 16 public meetings throughout the area. In addition, a telephone survey of all township residents was completed. A post office box was maintained in King Kirkland, and correspondence was received from various individuals and municipalities. In Newsletter Number 4, we solicited requests for additional public meetings, and when no such requests were made, the public input phase of the study was concluded. The nature of this public input is discussed in detail in a separate section of the report.

It is our belief that the SCC is, in a significant way, unique in modern local government history. Not only was the Committee composed exclusively of elected individuals from the study area, but public interest and participation in the study has been intense and extensive. Although it has been clear since the beginning of the study, that the will of the people in the townships is diametrically opposed to annexation, we have given this possibility careful consideration, and we believe our conclusions in this regard are objectively valid.

## CHAPTER II

# DESCRIPTION OF THE STUDY AREA

### 2.1 INTRODUCTORY DESCRIPTION

The study area consists of 16 townships with an area of 576 square miles and a population of approximately 1500 permanent residents. The boundaries can be seen in Fig. 2. To the north, it is bounded by the Organized Township of Black River-Matheson, which includes the upper half of Benoit Township. The southern boundary of the area extends to the Town of Englehart, while on the east, the study area extends to the Town of Larder Lake; the Quebec border is located about 10 miles east of this point. To the west of the study area, there are unorganized and unpopulated townships, for a distance of about 30 miles, until the Improvement District of Matachewan is reached.

None of the townships included in the study has municipal organization, although most operate Local Roads Boards or Statute Labour Boards to maintain their local roads systems.

In addition to the Town of Kirkland Lake and the municipalities mentioned above, the general area includes two organized townships: the Organized Township of Chamberlain and the Improvement District of Gauthier; no attempt has been made to investigate local government alternatives for these townships.

There is a wide variation in terrain throughout the region. The southern part of the area (part of Eby, Otto, Marquis, Pacaud, Catherine and Marter) forms part of the Lesser Clay Belt, where land is flat and suitable for agriculture. This same geography also applied to Benoit Township, at the northern boundary of the study area, which includes the southern extremity of the Greater Clay Belt. Between these regions, in the central portion of the study area, the terrain is characteristic of the Precambrian Shield, with prominent rock-outcroppings and numerous lakes.

The area lakes constitute important resources due to their recreational potential, and account for a large cottage population that is important to the consideration of local government. There is extensive cottage development on Kenogami Lake, in Eby and Grenfell Townships, and Sesekinika Lake, in Grenfell and Maisonville Townships. Cottage development is also prominent on Round Lake, bordered by Otto, Marquis, Boston and Pacaud Townships, and Crystal Lake in Lebel and Gauthier Townships. There are small developments on Howard Lake in Arnold Township, Nettie Lake in Morrisette Township, and Jordon Lake in Lebel Township. The watershed system can be seen on the map of Figure 3. Figure 4 shows photographs of Kenogami and Sesekinika Lakes.

Another important feature of the study area, which can be seen on the maps of Figures 2 and 3, is the Provincial Highway System, especially Trans-Canada Highway 11. The



**Figure 3**  
**Local Road System and Watershed Features**







FIGURE 4 - VIEWS OF SESEKINIKI LAKE (UPPER) AND  
KENOGAMI LAKE (LOWER)

junctions of Highway 11 with Highway 112 (known as the South Wye), and with Highway 66, are natural locations for tourist establishments.

Although the physical characteristics of the region have their obvious importance, it is the settlement pattern and associated social and economic relationships, that must provide the foundation of local government.

The population of the area is distributed among a number of small communities which are only obscurely related to township boundaries. These communities are referenced frequently in the remainder of the report. They are shown on the maps of Figures 2 and 3, and they can be briefly described as follows.

#### 1. Boston Creek

A small relatively isolated community of roughly 24 homes in the north-central part of Pacaud Township.

It is connected to Highway 112 by about 5 miles of gravel road.

Settlement is localized to a specific well-defined area.

#### 2. Dane

A dispersed type of settlement in Boston and Otto Townships, localized around Provincial Highways 112 and 650.

3. Tarzwell

A rural type of community with settlement dispersed over a large area, almost surrounding Round Lake, which includes most of the north halves of Pacaud and Marquis Townships, and part of Otto and Boston Townships.

4. Kenogami

A dispersed type of community in Eby and Grenfell Townships, localized near Kenogami Lake and the junction of Provincial Highways 66 and 11.

5. Sese kinika

A small village and surrounding settlement area near the north shore of Sese kinika Lake in Maisonneville Township.

6. Bourkes

A rural type of community with a dispersed settlement pattern, in the southern part of Benoit Township.

7. Harvey Kirkland

A small settlement consisting of about 25 homes, localized to a specific area in Lebel Township at its boundary with the Town of Kirkland Lake (about 5 homes are within Town boundaries). Access is provided only through the Town.

## 8. King Kirkland

A settlement localized to a specific area in Lebel Township, on Provincial Highway 66, about 3 miles east of the Town of Kirkland Lake.

In order to evaluate local government possibilities in this area, it is particularly important to assess the social context of the above communities. This cannot be done with a mere statistical description of current conditions and past development. Indeed, failure to consider the emotional climate generated by historical development, could result in the proposal of local government structures that would be unsuitable and, ultimately, unworkable.

Due to the above consideration, it was decided that this report should contain an outline of the history of the unorganized townships. Accordingly, the SCC commissioned L.H.T. Irvine to do the necessary research and written summary. Although very little time was made available for this work, it has been completed in sufficient detail to provide a meaningful framework for the study. We hope that the history will also preserve some of the important details of life in the Townships, which otherwise might be eventually lost and forgotten.

### 2.2 HISTORY OF THE STUDY AREA

NOTE: The following was written and researched by L.H.T. Irvine. A list of sources is contained in Appendix L.

In 1903 the alloy of railway steel and Cobalt silver



forged a key which opened the floodgates to Northeastern Ontario. Over the next 30 years the country from Cobalt to the Porcupine received tens of thousands of settlers on land which had previously seen only the odd trapper and logger. The rapidity of development in the north, catalysed by enormously wealthy mineral finds, took everyone by surprise, but the provincial government had been planning the colonization of "New Ontario" for some time before 1903.

In 1900, Premier George Ross, at a cost of \$40,000, dispatched ten teams of survey parties to map out a route for a railroad. The Temiskaming and Northern Ontario railroad, according to a soon-to-be published history, was subsequently "founded as a railway that would reach and expand settled areas of the northeast" and was "responsible for establishing new towns all along its route". Thus the T and NO received substantial land grants alongside its right-of-way, which were to be subdivided and sold as townsite lots under the supervision of the government. Several of the communities in the study area were begun as railway townsites.

As surveyors located the railway's right-of-way, a number of townships were designated "settlement townships" and blocked out in lots and concessions for allotment under the settlement regulations of the Public Lands Act whereby, until 1962, the head of a household could acquire the deed to surveyed lands for 50 cents an acre, if he cleared and cultivated at least 15 acres, built a house with a minimum of 320 square feet of floor space and lived there for three consecutive growing seasons. Most of the Crown lands in the townships of Pacaud, Marquis, Otto, Eby and Benoit were disposed of by this means. Land in Lebel, Boston and Grenfell, however, being unsuitable for agriculture, was disposed of under the Mining Act, mostly through claims.

Under the Act, a licensed prospector who staked a claim,

recorded it with the Mining Recorder and who then did the requisite assessment work and had it duly inspected, was awarded patent on the claim. Timber was a profitable sideline for the half-hearted or empty-pocketed prospector in the days prior to 1918, as the government then reserved only pine trees to the Crown, leaving plenty of saleable timber to the owner. Also, under the Townsites Act, the owner of a patented claim could sever the surface rights and subdivide his land into building lots. King Kirkland is typical of this sort of development.

Land was also located under the terms of the Veterans Act of 1901 which allowed veterans a free, no-strings-attached land grant of 160 acres (no choice of locale, however). All pine trees were reserved to the Crown in such patents. Also, in 1933, the Back to the Land program was instituted, whereby families depending on relief in large cities were subsidized to settle farm lands. A \$600 grant per family was shared equally by the provincial, federal and municipal governments to defray the expenses of relocating the family. In addition, each family received a free land grant of 80 acres, which was subject to prevailing settlement duties before patent could be issued.

The Cobalt strike proved an irresistible lure to prospectors left hungry after the Klondike rush, and the promise of good virgin land accessible by rail was an attractive prospect for many of the immigrants flowing into the country. Canada Year Book statistics indicate that immigration rose yearly from 23,895 in 1900 to 384,878 in 1914 at the outset of war. Ontario received the lion's share of the new arrivals each year, most of them Americans or from the United Kingdom. Immigration died off during World War I, but Canada absorbed a subsequent though lesser surge during the twenties and early thirties, when there was a sharp increase in the numbers from countries other than the U.S. or the U.K. Many of the north's

settlers, however, came from other parts of the province, notably the Ottawa Valley, which geography had linked via the waterways directly with Lake Timiskaming.

Although there are no records to substantiate the claim, it must be assumed that most of the new arrivals were men-young, single and adventurous; married with families waiting to follow; or old and grizzled bushworkers. The first on the scene didn't wait for the slow progress of the railroad, preferring to push on by canoe through the water systems. Many, though, found working on the railroad and, later, on road-building crews, to be an economical (wages were about \$1 per day) means of getting north.

The T and NO was in full operation from Englehart south by the end of 1906, and in the same year steel reached Dane and Swastika. By this time the railroad originally conceived as a colonization line, was making profits as a major carrier of supplies, produce, mail and ore tonnage. By 1908 trains began to run north from Englehart to the height of land at Sesekinika and in 1909 service was completed as far as Cochrane. The importance of the railroad to settlers of the northland cannot be overestimated.

It was 1927 before the Ferguson Highway (named for Premier Howard G. Ferguson) connected New Liskeard and North Bay and 1928 before it was completed to Cochrane. Even then the road was rough, at times impassable, and in any case few people owned cars. Train remained the basis of passenger travel well into the thirties. However, travel was not its most important use. Settlers were also dependent on it for produce, livestock transportation and mail which was the highlight of every town's day. Mail brought not only news from afar, but was also the source, via the Eaton's catalogue of clothing, furniture, cloth, wood stoves, tools and even food, which could be (and was) ordered by the month.



As the settlers moved in, roads of a kind became necessary and the first were hewed out by axe along convenient routes and widened as use demanded. The Department of Colonization and Mining Roads was formed and it provided grants for construction of access roads to mining and settlement areas, which in turn provided sorely needed jobs for residents. Roads which connect the communities, most of which were bypassed by the Ferguson Hwy., to the main road, were generally built under this or similar programs. As soon as the railroad reached Dane in 1906, a wagon road was pushed through to Larder Lake to accommodate the gold rush traffic. In 1922, a wagon road linked the Kirkland Lake and Larder gold areas, followed by the Nipissing Central rail line which reached Larder in 1924. When the King Kirkland townsite was formed in 1934, the road skirted the north end of the town, but in 1936, it was re-routed to follow its present path through the centre of the townsite. It wasn't until 1939 that the highway which connects the South Wye and Kenogami was built.

Forestry provided work and cash for homesteaders and prospectors alike during the settlement of the north. Wood was in constant demand for railway ties, fuel, building material and mine timbers, and it was also necessary for the homesteader to clear his 15 acres to claim title to his land. For the prospector, a timbered claim was a nuisance because all he was interested in was rock. Unfortunately this sometimes led to the expediency of burning the timber off the claim. For the most part though men cut and hauled out of the bush and transported the logs by horse and wagon to nearby mills to be sawed. According to Ministry of Natural Resources figures, the logging industry reached its peak in 1910, and it is only since the 1950s that lumber from this area has moved into wholesale markets. The timber industry suffered from the fires of 1916 and 1922, which destroyed about 90 per cent of the standing timber, the basis of the industry.



Bush fires were always a hazard, but they seldom proved disastrous for communities. Much more serious were town fires. Buildings were little more than wooden frames covered with tarpaper and stovepipe provided ventilation for the woodburning stoves. A wayward spark in the night commonly was the cause of a block fire, as fire protection consisted of the hand-over-hand bucket brigade.

As prospectors and homesteaders branched off the rail line at their chosen locations, farms were cleared and minerals were found. The Dusty brothers founded the Lucky Cross mine at Swastika in 1906, and between prospecting and railroading that village was soon bustling. By 1909 the Porcupine rush was in full swing, but curiously, the famed Mile of Gold in Kirkland Lake had to wait until 1911 for Harry Oakes to stake the claims that founded his fortune and the town, making it the last major strike in the north. It was another full decade before sufficient capital could be amassed to develop the mines, as the Kirkland Lake gold was buried deep under the pre-Cambrian shield. The town was incorporated in 1919, with a population estimated at under 1,000, and it wasn't until the early thirties that the camp really began producing. The Mindokas, Boston Creek, Rosegrove, Tarzwell, Dane, Sesekinika and Bourkes predate Kirkland Lake by several years in development. The school sections in Dane and Sesekinika were established before Harry Oakes even staked his claims.

These communities didn't win any prizes for getting here first, however. To the contrary, relatively low populations (none ever exceeded 1,000) and generally obscure locations have served as natural impediments to progress. For instance, with the exception of King Kirkland, none had hydro until World War II was over and, in most of the communities, home telephones were not connected until the 1960s. Before hydro, food was preserved with iceboxes and root cellars and cooked

on wood stoves. Light after sundown was provided by oil or kerosene lamps. Kirkland Lake had hydro, via the minesites, in 1914 and it is assumed that the mines in King Kirkland likewise wired that townsite when it was created in 1934. Telephones also came to King Kirkland earlier than the other communities, probably in the fifties. Before the telephone company strung its rural routes, long distance communications were made by telegraph in the train stations and by telephones located at the stations, general stores or mines. Today the telephone system, a rural party line, is one of the few complaints heard in the unorganized townships, as the lines are often tied up and more often have very poor connections.

Medical facilities for these communities have traditionally been scanty. In 1926 a public health nurse was requested to serve Kirkland Lake and the surrounding districts via the schools, by the then Medical Officer of Health, Dr. Armstrong. Prior to this, minor problems were handled in the home and in more serious cases a doctor was summoned from Kirkland Lake, Swastika or Englehart. In 1926 the Kirkland District Hospital opened its doors, and in 1929 the Victorian Order of Nurses was established in Kirkland Lake. In 1945 the Timiskaming Health Unit began operations, servicing the townships of McGarry, Gauthier, Lebel, Otto, Eby, Marquis, Pacaud, Grenfell, Maisonville and Benoit.

To maintain a sense of historical perspective it is vital to remember that it was during the Depression years of the 1930s that Kirkland Lake hit its stride as a gold producer, competitive with South Africa in output. The gold mines and the businesses their payrolls supported provided a fair number of jobs in the area, attracting tent camps of Ontario's jobless around the town. Despite the relative prosperity of the Kirkland Lake camp, there were no rich mine workers in northern Ontario, at wages that averaged \$5. per day. Virtually every-

one in the communities under study was poor, with the exception of some families of the Kenogami resort area. While this meant that there was a certain necessity attached to hunting and fishing, it also meant that little or no stigma was attached to the condition, as the circumstances of the Depression could hardly be blamed on individuals.

Kirkland Lake's bitter labour strike of 1941-43 made a significant dent in the economy of King Kirkland, as the Bidgood Mine was involved, and was of debatable consequence to other outlying communities. It is not known how many of the striking men were from the unorganized townships and the indirect effects of the four-month ordeal on their respective economics would be difficult to measure.

The union was fighting mine management for accreditation and put up an impressive, if self-destructive fight without benefit of strike pay. Arguably, poor timing (the gold market had declined in wartime so the mines didn't need the workers) was the real enemy which forced them back to work with minimal concessions. The strike, incidentally, had far-reaching consequences for mine unions, as other metal industries, such as nickel, could not afford a strike such as the one they witnessed in Kirkland Lake and they proved more tractable in their own union negotiations afterwards. In Kirkland Lake and King Kirkland, however, many families lost their homes and left to seek jobs elsewhere rather than break the strike. Store owners and businessmen were particularly hard hit and either worked on credit or closed shop. To make matters worse, during the strike mine managements were forced to reduce their tonnages, which resulted in fewer jobs for the men to go back to. The strike, declining gold markets and depleted sources of high-grade ore spelled the beginning of the end of gold mining in the area and by the early 50s they began to dwindle and close.

Within this historical framework, the communities in the



study area developed as follows.

#### BOSTON CREEK-MINDOKA

The T and NO's route took it through Pacaud Twp., passing through South Mindoka and Mindoka before reaching Boston Creek sometime around 1905. Pacaud was a settlement township and for the most part contained good farm land except in the extreme north end where it becomes rocky and hilly. Accordingly, homesteaders settled in the arable Mindoka areas, and prospectors pick-axed their way to the north.

Although claims were first staked in this area in 1906-07, during the Larder Lake gold rush, mines did not begin to produce for another ten years. In 1913, during the activity at Kirkland Lake, many claims were re-staked and worked and it is from this period that Boston Creek's history really dates. The Barry-Hollinger was the largest in the area and it began operations in 1917. Value of bullion produced to 1934 was \$1,347,665. It closed in 1935. Considerable work was put into the Miller-Independence, but it produced only a few ounces of gold and silver in 1918.

Actual producing gold mines may have been scarce in Boston Creek, but there were plenty of good prospects; enough to support a camp whose population possibly went as high as 750, peaking in the mid-twenties. A 1931 census shows a head-count of 541 in Pacaud Twp. compared with 219 in 1921. (Population figures for towns like Boston Creek in the early years pose a problem because people moved in and out so fast it was impossible to keep track.)

Boston Creek, for some reason, was never laid out as a town. People simply bought lots privately from mine developers. This arrangement has resulted in a curious situation whereby



those who live on the east side of the main road must now rent their land from the Ministry of Natural Resources, as the claim reverted to the Crown about 1960. Those on the west side still have title to their land but none of the lots were ever surveyed.

During the twenties several prospects were employing men and Boston Creek soon acquired all the characteristics of a bustling frontier gold camp: a healthy disrespect for the law; two poolrooms providing centres for entertainment and gossip; boarding houses to accommodate passers-through looking for jobs or whatever; a hotel to pass the time between trains; a half-dozen bootleggers, available after hours; and at one time during those wild and woolly days, a policeman was posted in town to provide some law and order. The town even boasted a Chinese laundry and a barbershop. Robert Percy opened the first general store and post office in 1917, choosing the name Boston Creek for the American city he liked and the creek which ran near the camp.

A one-room schoolhouse was erected, probably in 1920-21, following the establishment of a school section in 1920. School Section #2 Boston and Pacaud was closed in 1965 and the children, 19 of them, bused to Kirkland Lake. A small church was serviced weekly by a priest or minister who took turns travelling from Swastika by rail. Before the Barry-Hollinger got a camp doctor in about 1928, the sick waited for Dr. Edis to pumpcar his way down the tracks from Swastika. Frequent social events like school concerts, box socials and dances, held every two weeks, brought out the town.

Trains ran four times daily and often as not families went south to Englehart to pick up their goods. Teams of horses owned by George McGinnis, who also had one of the poolrooms, hauled supplies, equipment and food from the train

station to the minesites further back in the bush. Many of the workers lived in bunkhouses on the mine property but others travelled the couple of miles to work by dogsled, skis or foot. In the spring however, there was no avoiding the muddy snow churned up by heavy wagons and horses.

Two or three sawmills were in operation, milling timber cut by homesteaders and lumberers to supply the wood needed by the mines. Bushfires, though seldom serious, were a constant threat to a camp completely enclosed by timber and whenever the smoke got too dense, otherwise helpless families would bury trunks containing their belongings and head for the train to be evacuated if necessary.

By 1935 when the Barry-Hollinger closed, most other prospects had proved futile or worthless. The population gradually declined, as longer-established families tended to stay on their land and work out of town rather than move, until today the town retains a small but stable populace.

The Mindoka areas, as a rural settlement, at one time had a small cluster of buildings (general store, post office, train station) near the tracks; today only a shell of what might once have been the general store remains standing. However, a drive through the area reveals several flourishing farms which must date from the early years.

#### TARZWELL

Around the same time that prospectors returned to the Boston Creek area for a second look at the mineralization, homesteaders began arriving steadily into the Tarzwell area, perhaps as overspill from the quickly-settled Earlington area. Tarzwell is commonly thought to be restricted to a tiny village on the southeast shore of Round Lake, but it actually spreads over a large wedge-shaped area with its apex at the South Wye

of Hwys. 112 and 11, extending north around both sides of Round Lake. It includes most of Marquis Twp., and pieces of Pacaud, Boston and Otto. The southwest corner of Boston Twp., which borders the northeast shore of Round Lake, contains good arable land and was a natural location for homesteaders, but settlers could not use it as such because Boston was not mapped out as a settlement township. To solve the problem the government designated it land parcel TC-63 and disposed of it as an agricultural location.

Homesteaders started coming into the area near the end of the first decade of the century. First known settler in Tarzwell was Joe Toffel, a Bohemian who settled in 1904. Others were Charles Korhonen in 1913 and Edward Swanson in 1914. Many Finnish people tended to settle in Tarzwell, on land which now borders Hwy. 11 (built in 1939) as far north as Eby Twp. on the south shore of Kenogami Lake. Also, homesteaders located lots on farmland further north towards Dane near Hwy. 112. For these reasons (geographical and ethnic) it can be difficult to draw any kind of distinct line between the communities of Tarzwell, Dane and the southern part of Kenogami Lake, where Finnish names and farming predominate.

Some early settlers came by the waterways but most used the train, disembarking at the Rosegrove station. Rosegrove exists in name only today, but in the twenties it was a busy mining camp of tarpaper shacks located midway between Boston Creek and Dane on the rail line. The Bulldog Mine, along with the business afforded by train passengers, was the mainstay of Rosegrove's economy, which at one time supported a sawmill and the general store and post office for the Tarzwell area. The Bulldog Mine began operations in about 1923 and closed in 1930-31, employing about 25 men at its peak. The Rosegrove School Section (#3 Boston and Pacaud) was established in 1925 and it was still active in 1934. The best guess available for its closure date is sometime during the forties.



Until Jimmy Tarzwell opened his general store (which still operates on the southeast shore of Round Lake) in 1927-28, supplies, which included everything from farm equipment to the winter food stock, had to be hauled or carried by hand from Rosegrove, which is about two or three miles from Tarzwell village, and a good deal farther from many of the farmhouses. The post office was moved at this time to the store. Tarzwell was originally called Round Lake, but the post office requested the name be changed to avoid confusion with Round Lake in southern Ontario and so the settlement adopted the surname of the postmaster of the time.

Homesteader farming, complemented by winter timbering was the occupation of Tarzwell's settlers, although some of the men worked periodically in the mines to augment their income. At least three sawmills operated on Round Lake at one time; all of them are believed to have closed by about 1935. Thus winter would find the men of the household away in the bush for two to three month stretches while the women stayed with the children in the log farmhouse, sometimes seeing no visitors for weeks at a time. Summers, the whole family would work the land, sowing and harvesting and repairing fences and farm buildings. Every week the produce would be taken to the market in Kirkland Lake. Tarzwell farms supported a substantial dairy industry in those years. A 1929 Northern News article reports eight dairies with a total of 150 cows in Dane and Round Lake. At least two of these, Serenies' at Round Lake and Groulx's on the Dane Road, sold raw milk to the dairies in Kirkland Lake in the 1930s.

The Finnish population in Tarzwell was a social one and the Finn Hall, built in the early twenties, became a centre for community events like ski meets, dances, picnics, etc. The hall was forced to close during the second world war due to the political circumstances of the times, despite the fact



that no proof of any wrong-doing was ever submitted. The Finn Hall also served as a schoolhouse before volunteer labour erected a proper building in 1927-28. That building is still standing, but is now abandoned. For some children the walk to school meant a daily trek of up to six miles, one-way. School Section #3 Marquis, formed in 1918, was closed in 1949 and the children were bused to Kirkland Lake.

Roads were scarce in the Tarzwell area, as the Ferguson Hwy. touched only on the east side of Round Lake, leaving the farms in the west part of Marquis and in Eby with no through-way until 1939 when the section of Hwy. 11 which connects Kenogami and the South Wye was built. Some rough corduroy roads were built with the assistance of the Provincial Government, whereby each homesteader put in a certain number of days labour and was paid for half of them. In 1933, as a make-work project, construction began on an emergency landing strip at Round Lake which gave employment to 60 single jobless men. If the airstrip was ever used it was not for very long and it is now defunct. The Kirkland Lake branch of the Canadian Legion built a recreation centre on their ten-acre lot at Round Lake in 1942; their camp is still in use, but as a privately-owned cottaging industry.

The commercial development around the South Wye appears to date from the construction of Hwy. 11 to Kenogami, as a gentleman by the name of Tommy Fowke opened a tiny gas station there before the war. Gas rationing closed it up during the war but it re-opened in 1948, and the other businesses there followed gradually.

#### DANE

Dane owes its beginning to the T and NO railway. Steel reached Dane in 1906 and the railway commission's 1907 annual report states that "at Dane, formerly called Boston, land has

been secured and surveys are being made for a townsite..... there is a possibility of this becoming an important traffic point." Dane is presumably named after Frederick Dane who was appointed to the Railway Commission in 1906 and in 1908 became a Crown Land Agent. Dane did become an important traffic point, and a very busy one, during the Larder Lake gold rush which began in 1906.

Prospectors originally got into the Larder area via the waterways from Englehart and later by a trail from Tomstown, near Englehart, but when Walter Little started hauling freight from the train station at Dane it became more convenient to travel from there. The Larder gold rush didn't pan out as it was expected, but the rumours were so good that they triggered a veritable stampede of prospectors. In 1906 alone 4,000 claims were staked in the Larder area.

Until the early twenties when road and railway connected the Larder area to the Swastika station and the Kirkland Lake camp, Dane was a major transportation centre of up to 600 people. Clustered around the station were two hotels, a general store and post office, rooming houses and homes for the teamsters and their families. Although the prosperity was relatively short-lived, those were hectic days. Men who had earned their way north by hammering spikes into the T and NO's roadbed left the train crews at Dane and perhaps found their next job as teamsters for Walter Little who, it is said, had as many as a hundred teams of horses hauling supplies in and out of the rough road to Larder Lake. Others prospected or found work in the mines and some homesteaded on arable land not far west of the community. Timbering was another source of income and logs were fed to the mills on Round Lake, to be processed and sold to house builders and shaft diggers.

Although there was a great deal of prospecting in the Dane area, it appears that little of the gold they were seeking

was discovered in the immediate area. The existence of the low-grade iron formation now known as Adams Mine was discovered as early as 1902, but no particular attention was given it as practical extraction processes had not been discovered for that type of ore. In 1954, Gulf Oils granted an option on the mineral rights to Jones and Laughlin of Pittsburgh and production of the open pit mine began in the fall of 1964. Defasco took over Adams Mine in 1972 from Jones and Laughlin.

That Dane was the earliest family settlement in the study area is borne out by the fact that School Section #1 Otto and Boston was established in 1908. The first schoolhouse was apparently built across the road from the schoolhouse which now serves as Dane's community hall. It was closed in 1966 and the 38 students bused to Kirkland Lake. The area covered by the school section indicates that homesteaders had settled on land through which the Ferguson Hwy. would run and also along Hwy. 650 which runs through the Dane townsite to the railroad tracks.

In the late twenties and early thirties, after the first rush was long gone, people continued to arrive in the area, but tended to settle nearer the newly-built Ferguson Hwy. and for these people, the main livelihood was farming and timbering. Today the original townsite down by the tracks is just barely discernible by the way the bush gets thinner in that area.

In 1930, the Kirkland Lake Golf Club purchased a property near Dane known as the Cantrell farm and began work on building a course. When the clubhouse was built, around the mid-forties, hydro came into the Dane area. Also at the clubhouse was a telephone. In 1939, a beacon light station and residence built some years before for the Dominion Air Service and abandoned without being used, was taken over by the Kirkland District



Hospital Board which in turn leased a small building on the property to CJKL radio (established 1934) for the installation of a transmitter (still in use). The drive-in movie theatre was opened sometime in the fifties and a Northern Lights trailer camp, begun in 1970, is now home to a dozen trailers. Nordex Explosives began operations in 1971.

#### KENOGAMI

Kenogami went through two phases of development, first as a mineral prospect and later as a popular summer resort area. Prospectors followed the line of the Kirkland Lake fault through Swastika to Kenogami and much claim staking went on in Grenfell and Eby townships in the 20 years following 1911. The first settlement at Kenogami was a small village at the train station, probably begun as a railroad townsite. However, it wasn't until the early twenties that Kenogami began to attract family settlement. A 1931 census shows a population of 73 for Grenfell Twp., compared with 47 ten years earlier. The school section was not formed until 1928 and it lasted only 18 years. A note dated Nov. 29, 1946, now in the possession of the Kirkland Lake Board of Education, states that the families with children had moved out and there were no permanent residents in the section. School Section #1 Grenfell was then cancelled.

Edgar Daniell, in a copyrighted article published in the Sept. 24, 1977 edition of the Northern Daily News, describes the village as follows: "Kenogami Post Office, on the railway a mile or so away (from the lake), a settlement of several families, was a community of great expectations in the early twenties. The Lucky Baldwin (mine) was working away; Jumice and Nolan seemed to hump it alone very well, operating a saw mill on the river side of the tracks, without blessing of taxpayers' money; a Buffalo syndicate was eagerly drilling at the





FIGURE 5 - DANE (UPPER) AND MARQUIS SCHOOLHOUSES



FIGURE 6 - DANE (UPPER) AND TARZWELL VILLAGES

railway bridge just of land; a school section was being formed; all trains stopped on schedule or flag; there was a railway waiting room with fat belly stove; the T and NO section crew and its summertime extra gangs were busy; and the Four Nations (mine) was coming right along." Kenogami village is slightly reminiscent of Boston Creek, in that its economy was based on the mineral prospects in the area. When those petered out, so did the village. Unlike Boston Creek, however, nothing remains of the community proper. Only the shell of a station is still standing on the townsite.

At the same time that the village was developing and perhaps even earlier, arable land to the south of the lake in Eby Twp. was being settled by homesteaders, many of them Finnish. This settlement is more an extension of the Tarzwell area than a part of Kenogami. However, in 1939, the Finada Club and Finnish Organization pooled their resources to build a camp on 40 acres of land on the shore of the lake. The resort, which was open to others as well as club members, included a restaurant, club rooms, lunch counter, cottage and steam bath.

Although the mining claims staked along the lake generally proved valueless in mineral content, some prospectors saw gold in the lake's potential as a resort area. By severing the surface rights, patented claims were subdivided into individual lots and sold. A 1925 Northern News article states that "for the past five summers Kenogami Lake has served as a pleasant weekend resort for residents of Kirkland Lake and Swastika," but it wasn't until the late thirties and early forties that real growth occurred in the development of cottaging all around the lake.

The Log Cabin, a resort opened in 1925 on Simpson's Point by William E. Simpson, was a very popular spot for gatherings until a lightning fire destroyed it in 1943. Not long afterwards, the Red Pines, a summer cottage built by



Sir Harry Oakes, was converted to a resort and enjoyed the same popularity until it was likewise razed by fire in 1973. As the cottaging industry developed, Kenogami tended to become a summer home for those Kirkland Lake families who could afford to build summer homes. Summers at Kenogami featured corn roasts, dances, sailing regattas, swim parties and fish fries.

Today, Kenogami still enjoys a busy summer resort season and cottage lots are in demand. On the highway, its location at the junction of Hwys. 11 and 66 has attracted three or four service station-restaurants, a gift shop and a long-established hotel. A Lands and Forests summer airbase, established in 1949, is no longer operational. Throughout the years, Kenogami has been involved with the timbering industry. Eby Township, particularly, was a popular cutting area and several sawmills operated along the river at various times. In 1968, the Kokotow brothers established a sawmill at Kenogami, very near the old townsite. That mill (capacity 24-million FBM) burned in February, 1972 and was rebuilt on the same site by February, 1973, this time with a capacity of 50-million FBM. The Kokotow mill employed about 200 men until it closed suddenly in October of 1975. Talk abounds but it has yet to be reopened.

#### SESEKINIKA-BOURKES

Sesekinika and Bourkes, despite some striking similarities, developed along essentially different lines. The two were settled within a year of each other by people almost exclusively Scandinavian, within less than ten miles of each other, yet they maintained separate identities, school sections and organizations.

Their histories begin with a Danish gentleman, William Wendt-Wriedt, who in 1906 moved from the U.S. to a farming



location in Englehart. Subsequently he approached the then Director of Colonization, Thomas Southworth, with a proposal for establishing a Scandinavian dairy co-operative on land as yet unsurveyed (Benoit and Maisonville townships). Southworth complied with his request, designating the area a Scandinavian colony, and Wendt-Wriedt proceeded to advertise land in the two townships and moved to Sese kinika, locating near the newly-laid railroad tracks.

Some confusion arose when the T and NO began to survey a townsite at Sese kinika on land Wendt-Wriedt believed they had no claim to. A protest was made through Southworth in 1907, but apparently to no avail, as the 1907 T and NO annual report merely states that "surveys were made for land required for townsite purposes at Sese kinika Lake. Plans have been submitted to the Dept. of Lands, Forests and Mines for approval". Southworth, in a memo to the deputy minister of lands, said that "Mr. Wendt-Wriedt has secured a considerable number of Scandinavian families, some of whom are already there, others waiting for word from him to come, who are prepared to take up land and perform their settlement duties, just as soon as they can ascertain where the lot lines are. It is obvious that until the surveyor's lines are run they might be in danger of putting their houses upon the wrong land." Exactly how the dispute was finally settled is unknown, but the Sese kinika village did develop right alongside the railroad tracks and most settlers established themselves on land within a five-mile radius of the station.

First settlers came by water, in canoes. Supplies and mail were brought in by canoe and packhorse from the Englehart train station. Skis and dogsleds were also popular modes of transportation. School Section #1 Maisonville and Grenfell (Sese kinika) was established in 1910, the second in the study area, after Dane. The two-room schoolhouse was burned down in the forest fire of 1916, which also took a

couple of houses and the only hotel (strictly residential), which was never rebuilt. Between 1916 and 1929-30 when a new schoolhouse was erected, some of the children went by train to Swastika to school. The second school was built for \$3,500 cash. It served as a school, church, community centre, political arena and dance hall until the school section was closed in 1964 and the building sold.

Though the ostensible purpose of the colony was dairy farming, only three men lived by farming--Westergard, Guldburg and Denby. Their produce, dairy and vegetable, was sold in the village and to summer tourists. Land around Sesekinika was found to be more suitable for prospecting than grazing and a goodly number of prospects sprang up in the area. However, as one oldtimer put it, "There was more mining of the public in this particular area than mining of the ground." An article in the Nov. 8, 1940 Northern News sheds a little light on early prospecting in Sesekinika: "In the year that the Dome Mine started the genuine rush to Porcupine, 1910, two prospectors (one of them Bill Biederman) came down from Sesekinika and submitted samples to a Haileybury assayer. In a few days news leaked out they had secured high assays in gold, much to their surprise as they had sought silver. Word spread like wildfire. Scores of prospectors caught the train with canoes and packs and headed for the place."

By contrast, in Bourkes, farming took precedence over mining, though Bourkes had its share of prospects. Bourkes just catches the southern edge of the Greater Clay Belt and settlers who arrived there found arable land, albeit covered with dense bush.

Carl and Anna Johnson were the first settlers to arrive at Bourkes, in May of 1908, in response to an advertisement by



FIGURE 7 - BOURKES SCHOOLHOUSE (UPPER PLATE) AND  
SESEKINIKA VILLAGE



Wendt-Wriedt. Ascar Anderson was next, arriving from Sweden later that summer. It wasn't until 1915 that the Bourkes school section, #1 Benoit and Maisonville, was formed, and the section remained active until the 1969 amalgamation of the Kirkland Lake Board of Education.

Until Wickstead opened his general store and post office next to the tracks in Bourkes in 1910 or 1912, the closest store was in Englehart, a two-day trip away. When Wickstead closed his store and left during the thirties, the post office was taken over by Mrs. Thoms, who passed it on to Mrs. Rose White. When J. Johnson opened a store around 1935, the post office moved there and remained there until the rural routes were instituted in the last few years. Johnston's store closed about 5 years ago.

Meanwhile, Seseikinika was developing into a lively village and, by 1925, had already attracted a summer cottage industry. Many of the cottage-owners were from the U.S. and others were from Kirkland Lake or the Matheson-Porcupine area. Cottaging on the lake grew steadily as more and more people, particularly after World War II, began building summer homes.

Marie Waaler had the first store in Seseikinika and it was taken over by the Olsen family. The Seseikinika general store of today dates from the days when the Olsens owned it. No population estimates are available for Seseikinika but it is believed to have reached its peak in the twenties, when immigrants were arriving steadily and the mines were still good prospects. The Bennett Mine ran for two and a half years, employing 40 men and the Golden Summit sunk a shaft and installed a mill before it shut down. During the thirties, prosperity diminished as the effects of the depression were felt, but most of Seseikinika's core population of Scandinavians stayed on their land.



Bourkes, not being on a lake, and located as it is on less rocky terrain, was settled in a rural pattern, with houses strung along the roadside farms. The general store and post office and a couple of other buildings were built near the tracks, but it did not develop as a village. Timbering and mining both provided cash jobs for Bourkes workers during the winter season, with timbering the more popular as it was necessary to clear those 15 acres to get land title. Mines provided jobs through the twenties and thirties, and the Bourkes mine survived into the forties.

Social life never suffered in Bourkes. Early settlers started the Scandinavian Recreation Club in 1914 and in 1915 they built a hall which housed the school, dances, slide shows and church meetings. It was disbanded but in 1926-27 the Bourkes Athletic Club was formed, again building a hall, which still stands today. The B.A.C. held annual ski meets which attracted skiers from as far away as Timmins and Iroquois Falls. Although the highway didn't open until 1927, Bourkes had good roads through all the farms, built by the settlers. The first car to use the road was owned by Oke Fiske who brought a 1923 Star touring car in by rail. He and other teenagers would drive it all around town, but they couldn't go anywhere else. Bourkes' population may have gone as high as 400 at its peak around 1927-28 but it has since dwindled until now it contains about 35 people.

An interesting insight into the character of the two communities is provided by the fact that neither ever indulged in alcohol. Most families brewed their own beer or wine, but public outlets were not desired or encouraged.

#### KING KIRKLAND

Prospecting work in the King Kirkland area was vigorous as it lies on an extension of the Kirkland Lake fault. Most

mining work dates from the late teens or early twenties, and extends to 1955-56 when the Bidgood Mine, the major employer (about 70 men), closed. Through the twenties, a lot of work was done on the various properties (about seven in all), but the men lived in bunkhouses on the mine property, going home or to town on the weekends. In 1934, King Kirkland Mines surveyed a townsite and auctioned off lots. Kirkland Lake council asked the provincial government to intercede with the auction, saying that sewage from the homes would contaminate their water supply at Gull Lake. The dispute was eventually settled by allowing building only on the north side of Morris Ave. and incorporating a clause which gave Kirkland Lake the right to maintain supervision over sanitation.

Before 1934, there was nothing on the townsite. Some buidlings had been erected by the train station on the King Kirkland Gold property, but these included only a few railroad and mining buildings. As well, each of the mine properties had bunkhouses, cookeries and offices of their own. When the townsite was surveyed, the King Kirkland Gold Mines built five tiny houses (which, surprisingly, are still standing) to be put up for sale. The lots went fairly quickly, although about 150 of the original 584 are still not sold. Many of the mine workers were eager to move their families to the site. Lots were priced anywhere from \$35 to \$125, depending on location. Oscar Ackles built the first log house on the townsite and every year several more went up. The first business was a store and service station built by Ernie Darling around 1934-35.

The town grew quickly and a school section was formed in 1936. Prior to this, school had been held in a building on the ConRoyal property. When it burned down, the school moved to the Bidgood property. These, apparently, were private schools which charged \$1.50 per child per month, a considerable sum for fathers earning about \$5. per day. A building on the

Pawnee property served as the first public school until it burned down in 1937, at which time a two-room schoolhouse was built on the present site. In 1942, two classrooms were added, bringing it up to its present size. The school was active until 1973, when the Kirkland Lake Board of Education closed it. The first church was built of plywood and didn't last long before it was torn down. The present United Church was erected ten or fifteen years ago.

Mrs. Bogart was the first postmaster in King Kirkland, running it out of her home by the tracks until the townsite was built. Fred. H. Everett, a veteran, took it over in 1935, and he and his family ran it out of their home until 1966 when the Naylor family moved into the house and inherited the post office as well. In 1968 it was turned over to the current postmaster, Winnifred Angus.

Besides extensive mining, King Kirkland was also the hub of an active lumber business until about 1940. A sawmill was run by Ross Waters for about a year in 1934, taking timber off the townsite. Ed Potter ran a mill on Heart Lake for about a year in 1940 and other mills were located at Turtle Lake and Northland Park. The town has consistently supported two or three service stations, a poolroom, a couple of stores, a restaurant and a hotel through the years. Transportation, before cars became common, was supplied by feet, train (a dime to Kirkland Lake), skis or sleds, depending on one's circumstances.

When the Bidgood closed in 1955-56, many families left to seek jobs, but others found work at the Upper Canada Mines in Gauthier Twp. or in Kirkland Lake. Aside from a few changes in businesses, King Kirkland has remained much the same, and in fact can rarely remember having a vacant house, perhaps because it is within reasonable commuting distance of Kirkland Lake. A roads board was instituted in 1962.





FIGURE 8 - THE COMMUNITY OF KING KIRKLAND



Crystal Beach, located a few miles east of King Kirkland has a long history as a bathing spot. In 1925 Mr. H. Rose built a dance pavilion and supplied music by radio, piano and phonograph. Dressing rooms accommodated 200-300 people and the beach also boasted a restaurant, boats for hire and tents fitted with raised wooden floors. This arrangement proved highly successful for many years as a 15-minute train ride from Kirkland Lake brought scores of young people to the resort. In 1926 the T and NO introduced a special summer car service for Crystal Beach patrons. Although the resort went out of vogue during World War II, the beach has remained the most popular swimming spot in the area and draws considerable attendance from the Quebec side of the border. The beach proper is just inside Gauthier Twp., which has declared it a park and this past summer built a gatehouse and began enforcing rules. Further development and controls are expected.

#### HARVEY KIRKLAND

Harvey Kirkland, as many government officials are well aware, is in a situation all its own. First of all, it lies on the Teck-Lebel boundary, with the border clearly marked by the hydro's transmission right-of-way, built by the Northern Ontario Power and Light Company in 1925. Five of its 23 homes are in Teck Twp. and therefore under the jurisdiction of Kirkland Lake; the remainder are situated, with no legal authority or deed, on Crown Land in Lebel Twp.

Most of the townsite is on the former mining claim L8080, a claim which was owned by a Mr. Dufferin Larocque. In 1935-36 Mr. Larocque had part of the claim surveyed into about 50 lots and then leased them privately to tenants. The leases were not registered with the Land Titles Office. It is assumed that the tenants were already on the land as the mine in which the majority of them were employed (Harvey Kirkland Gold Mines) had been incorporated in 1922. Work on the property continued,

with a 417-foot shaft sunk by 1924, but operations were suspended in 1926 when financing ran out. Subsurface development continued for a year in 1929-30. In 1938 the surface rights of Claim L8080 were severed and the mineral rights sold to Harvey Kirkland Gold Mines. The Harvey-Kirkland property was acquired by Elroy Inc. in 1944 and the name was changed to Belteco Kirkland Mines Ltd. in the same year. There is no record that the mine ever produced any ore.

This did not seem to affect the residents of Harvey Kirkland overly much, although it is probably that its population, never sizeable, suffered as a result. The children used the schools in Kirkland Lake, and the short distance to town was no barrier for Harvey Kirkland shoppers. It remained strictly a housing area with no business development. Roads in both sections are maintained by the Town of Kirkland Lake, with the bill for the Lebel Twp. section forwarded to the appropriate Roads Board.

Mr. Larocque's lease arrangement continued, until for some reason he neglected to pay the provincial land tax, causing the property to revert to the Crown in 1961. At that time, several meetings were held between Lands and Forests officials and Harvey Kirkland residents, but as nothing was resolved, the land was forfeited. In the years since, several different proposals have been made to solve the difficulty but none have gotten past the paperwork.

### 2.3 CURRENT CONDITIONS IN THE TOWNSHIPS

The historical context provided by the foregoing description, must not be interpreted as a mere passive backdrop for current conditions. To the contrary, past events and conditions are very much alive, and their effects must permeate any consideration of future change. Most significantly, life in the Townships has developed with a surprising degree of

independence from the urban population centre of Kirkland Lake. The history of an area is frequently equated with the history of its centres of population, and it is thus natural to assume that the settlement of any surrounding area is merely a "fringe settlement," that has been populated by spill-over from the urban centre. It cannot be emphasized too strongly that such is not the case for most of the study area.

It should be especially noted from the historical description, that most of the small area schools were closed within the last 10 to 15 years. Although this study has not been directly concerned with the educational system in the region, yet probably no other single circumstance has as much bearing on the emotional reaction to the possibility of annexation or any other form of consolidated government. The degradation in family living patterns brought about by this forced consolidation of the school system, is difficult to imagine without first-hand experience. Frequently, small children are now absent from the home, from 7:30 a.m. until 5 p. m., when the school bus returns; during the winter, they leave and return in the dark. The ride on the crowded school bus is, at best, tiring and distracting; at worst, it is traumatic. While they are in school, instead of sharing common experiences and similar problems with their class-mates, they find themselves a small minority among "Town" children, who have developed amid a completely different social context. The disparity in background is striking when it is considered that electric power and telephone service was brought to much of the study area only within the last twenty-five years. The township residents now reflect, with resentment and frequent bitterness, that the recent "progressive" trend in Kirkland Lake primary schools - the "open concept" school characterized by a high degree of interaction between grade levels - was alive and effective in the small community school-houses before they were closed. It is significant that the problem of the

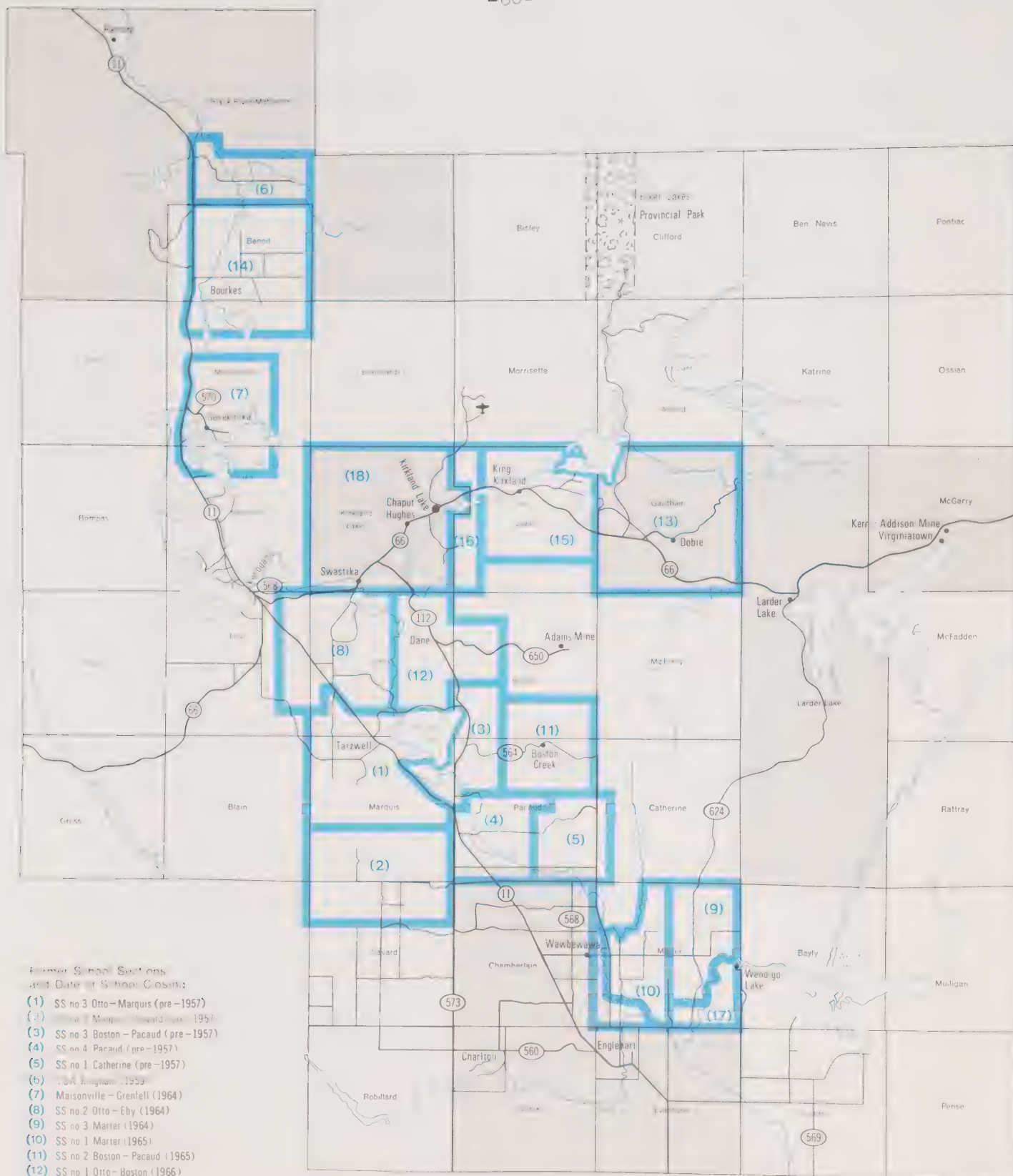


school closures, has surfaced at each public meeting held by this Committee. The former school section can be seen on the map of Figure 9.

Another factor noted in the history, that is related to the current social structure and the previously discussed geographical characteristics, is that there are two distinct origins of settlement in the study area. Table 3 shows the actual land distribution pattern in the townships, as determined from data provided by the Ministry of Natural Resources.<sup>(8)</sup> Although current use is not necessarily identical to the nature of the original patents, the rural or mining aspect of the various townships, as described in the history, is readily apparent. For Benoit in the north, and Eby, Otto, Marquis, Pacaud, Marter, and Catherine in the south, farming has been a chief cause of settlement. On the other hand, mining provided the stimulus for patenting most of the private lands in Boston, Lebel, Grenfell and, to a lesser extent, Maisonneville. It can be seen that, on the average, about two-thirds of the land in the townships is still retained by the Crown. Examples of current commercial farms in Otto and Marquis Townships are shown in Figure 10.

The current economy of the study area is not constrained to mining and agriculture. There is only one operating mine, the Adams Mine on the iron deposit in Boston Township as previously noted. Although productive farms are still significant, this source of income is comparatively not as important as it was formerly. Probably, the most important single economic activity is provided by the tourist industry. There is a variety of restaurants, service stations, campgrounds and cottage resorts along the Trans-Canada Highway from Englehart to Bourkes, which provides a significant amount of self-employment. Examples are shown in Figure 11.

Unfortunately, reliable population data are not available



Former School Sections  
and Date of School Closing

- (1) SS no 3 Otto - Marquis (pre-1957)
- (2) SS no 1 Marquis - Picaud (pre-1957)
- (3) SS no 3 Boston - Picaud (pre-1957)
- (4) SS no 4 Picaud (pre-1957)
- (5) SS no 1 Catherine (pre-1957)
- (6) SS no 1 Marquis (1957)
- (7) Maisonville - Grenfell (1964)
- (8) SS no 2 Otto - Eby (1964)
- (9) SS no 3 Marier (1964)
- (10) SS no 1 Marier (1965)
- (11) SS no 2 Boston - Picaud (1965)
- (12) SS no 1 Otto - Boston (1966)
- (13) Dobie (1970)
- (14) Benoit - Maisonville (1970)
- (15) SS no 2 Lebel (1972)
- (16) SS no 1 Lebel (Teck)
- (17) TSA Evanturel
- (18) Teck

Figure 9  
Former School Sections



TABLE 3 - LAND DISTRIBUTION IN THE TOWNSHIPS -61-

\*  
LAND AREA SHOWN IN ACRES

TOWNSHIP	AGR. AND VET. PATENTS*	MINING AND MISC. PATENTS*	TOTAL AREA*	PERCENT PRIVATE	PERCENT CROWN
ARNOLD	NIL	488	23088	2%	98%
BAYLY	505	369	22762	4%	96%
BENOIT	8884	794	22768	43%	57%
BERNHARDT	NIL	1391	22812	6%	94%
BOSTON	124	8234	23024	36%	64%
CATHERINE	5958	2750	22862	38%	62%
EBY	6576	3022	22870	42%	58%
GRENFELL	NIL	8213	22978	36%	64%
LEBEL	NIL	10689	23138	46%	54%
MAISONVILLE	1275	4109	22930	23%	77%
MARQUIS	9728	78	23180	42%	58%
MARTER	23446	494	23940	100%	--
MORRISETTE	NIL	2407	25126	10%	90%
McELROY	NIL	5343	22916	23%	77%
OTTO	8962	1178	22920	44%	56%
PACAUD	12379	1245	23028	59%	41%
TOTALS	77837	50804	370341	35%	65%





FIGURE 10- FARMING IN OTTO (UPPER PLATE) AND MARQUIS TOWNSHIPS





FIGURE 11 - TOURIST BUSINESSES: COTTAGE RESORT ON ROUND LAKE (UPPER PLATE); MOTEL AND WILDLIFE PARK AT SOUTH WYE

for the various small communities in the study area, since these communities do not have officially defined boundaries. Current populations for the townships and the municipalities are tabulated in Table 4. It can be seen that the Township with the largest population is Lebel; 379 of the 441 residents are attributable to the community of King Kirkland. The communities of Bourkes and Sesekinika account for most of the residents of Benoit and Maisonville, respectively. The Tarzwell community contains a substantial portion of the populations of Otto, Marquis and Pacaud Townships.

In contrast to the total township population of about 1500, the area municipalities have a combined population of about 20,000 which is equivalent to 93% of the total regional population. The Town of Kirkland Lake accounts for about 65% of the total municipal population.

It can be seen from the above discussion that the study area is large, with only about a third of the area privately owned, and with a low population density (less than 3 people per square mile, on the average). Nevertheless, the area is comprised of a number of small but identifiable communities, with their own individual social and economic relationships. A detailed examination of these relationships, as they effect local government possibilities, is the subject of much of the remaining sections in this report.

TABLE 4 - PRESENT POPULATIONS IN THE STUDY AREA  
TOWNSHIPS AND MUNICIPALITIES  
(DATA FROM 1976 ASSESSMENT REPORT)

TOWNSHIPS

BENOIT	41
MAISONVILLE	88
GRENFELL	140
EBY	55
OTTO	338
MARQUIS	161
BOSTON	29
PACAUD	131
LEBEL	441
MARTER	108
TOTAL	1,532

MUNICIPALITIES

KIRKLAND LAKE	13293
BLACK RIVER- MATHESON	3668
ENGLEHART	1728
LARDER LAKE	1251
CHAMBERLAIN	389
GAUTHIER	176
TOTAL	20,505



## CHAPTER III

# IDENTIFICATION OF SPECIFIC PROBLEMS

### 3.1 INTRODUCTORY

The purpose of this section is to identify those specific problems in the study area which are related to municipal government and land-use planning. The discussion will concentrate on a description of the problems. Recommendations towards the solution of some of these issues are made in subsequent sections, to the extent that they are embodied in the proposed local government alternatives.

### 3.2 AREA-WIDE PROBLEMS

No single problem has been identified that is common to the entire study area. However, a number of isolated situations occur, which seem to be related by common causes associated with the past development of cottage lots and the disposal of patented mining claims.

A variety of situations have been caused by the owners of patented land, who have allowed people to erect cottages under private agreements or unregistered and unsurveyed leases. Examples occur on almost all of the area lakes with significant cottage use: Round(Marquis and Otto), Kenogami(Eby and Grenfell), Seseikinika(Grenfell and Maisonville), Nettie(Morrisette) and Jordon(Lebel).<sup>(9)</sup> Obvious problems can arise if the land is sold to a new owner with different intentions for the use of the land, but these problems are similar to those encountered by any tenant, even in an urban apartment house. However, a different situation arises if the tenants are able to purchase the land, and they wish to acquire registered titles. In some cases, necessary approval of the associated subdivision is made difficult due to such factors as small lots, unsuitable location, access by private road, over-utilization of the lake, etc.

More serious examples of problems are found in the communities of Harvey Kirkland and Boston Creek.<sup>(9)</sup> In these cases, the mining company allowed employees to build residences on the patented claims. When the company later ceased to exist, the land reverted to the Crown, and the residents became occupants of crown land without authority or title, and in locations and configurations which do not adapt readily to subdivision requirements. It should be noted that such problems seem to be caused by the lack of suitable provincial controls on the development of mining interest, rather than by the lack of municipal government. Kirkland Lake, for example, has similar problems in the Goodfish area, despite control with zoning orders and other municipal tools.

Other problems that are encountered on an individual basis throughout the area are occasioned by the fact that some purchasers acquire land without properly searching the title or obtaining legal advice before buying.<sup>(9)</sup> Thus, in some land(most patented mining claims), part or all of the timber

is reserved to the Crown. Also, in lands bordering lakes, there is usually a Crown shore reservation which can be 66, 200 or 400 ft. wide. It is thus possible for ill-advised or unknowledgeable to buy land, and subsequently find that he does not own any trees or timber on it, or find that the sleep-camp he just built is illegally situated on the crown shore reserve. However, it is problematical whether problems of this nature can be solved by any viable planning or municipal system. To make it impossible for people to make mistakes of this type, would seem to necessitate the imposition of a system in which individual decision-making is eliminated.

Probably the most serious problem shared by all parts of the study area in varying degrees, is that associated with gravel pits. On Nov. 20, 1974, the King Kirkland Ratepayers and Voters Association presented a brief to the Ontario Cabinet, during its sitting in Kirkland Lake, which gave voice to the fear that local gravel pits were dangerous, particularly to children, because of their depth and steepness of banks. The Association requested that gravel pits be prohibited from operating within a one mile radius of a surveyed townsite and that steps be taken to insure their safety; a plea was made to "take some action on this before it is too late". The Association received the usual reassurances and polite reply.

The nature of the problem can be seen in Figure 12, which shows the gravel pit on the outskirts of King Kirkland. The words of the Brief proved prophetic: in August, 1976, almost two years following submission, two twelve-year-old boys died in this gravel pit - buried alive by a cave-in of the bank.

To be sure, after the deaths the King Kirkland gravel pit was made safer, but the problem still exists throughout



the study area, where there yet remain numbers of pits that are not fenced, or inadequately fenced, and not maintained to ensure their safety. In the hope that it is not necessary to await more tragedies before action is taken, we make the following recommendation. It should be noted that the fencing requirement of Recommendation 3 - 2 is not extraordinary; it is similar to that found on other dangerous installations, such as those on Ontario Hydro.

### RECOMMENDATIONS

- 3 - 1. The Pits and Quarries Act should be revised to bring suitable controls to bear on the operation of gravel pits throughout the North. These controls should include the specification of adequate fencing, suitable maintenance procedures and inspection procedures, to ensure their safe operation.
- 3 - 2. Until such time as revisions to the Act can be implemented, all gravel pits within one mile of residential areas, should be required to install six feet high chain link fencing, and to reduce the gradient of the pit walls so as to ensure that cave-in is not possible.

### 3.3 BUILDING RESTRICTIONS

The past institution of building and land-use restrictions on seven townships in the study area, is viewed as a major problem by residents of those townships. The townships so affected are Boston, Marquis, Marter, McElroy, Otto, Pacaud and Lebel. Peripheral to the study area, the Improvement District of Gauthier, the Town of Charlton,



FIGURE 12 - THE KING KIRKLAND GRAVEL PIT

and the townships of Chamberlain, Dack and Evanturel, are also involved. Although it is questionable if these controls have been "effective" or, in fact, necessary, it is certain that, in the view of most residents of the designated townships, the controls have adversely affected their pattern of life. The discussion given below is detailed due to the importance attached to this problem, its intimate relationship with planning and municipal government possibilities, and the confusion that has surrounded this topic.

There have been two separate restrictive orders, with one amendment, placed on the above seven townships, by two separate ministries. Both orders were presumably due to the opening of the Adams Mine in Boston township. Although one order has been rescinded very recently, the other is still in force, and land-use is still restricted.

The first order was Ontario Regulation 85/62, made under the old Section 16 (now Section 17) of the Public Lands Act, which declared the seven townships a restricted area.<sup>(10)</sup> Under this order, which became effective on April 12, 1962, it was necessary to obtain a permit from the Department of Lands and Forests, before erecting any buildings or making any improvements on any land within the restricted area. The only exception to this requirement was for structures related to mining development. Thus, the development of the entire area became subject to the discretionary authority of the Department of Lands and Forests. Minimum requirements set for the issuance of a permit for a dwelling, were \$2,000. minimum value, 320 square feet minimum floor space and 15,000 square feet minimum lot area.<sup>(11)</sup> In practice, however, it became very difficult to obtain a permit for any permanent dwelling, regardless of qualifications, so that new permanent



residence construction was essentially frozen.

The second factor contributing to the freezing of permanent residence construction, was Regulation 153/62, made under Section 27 (now Section 32) of the Planning Act, which designated the seven townships as areas of subdivision control. Under this order, the use of land in the restricted area, for residential purposes, was prohibited. Again, mining operations were exempted, as were summer cottages, tourist establishments and any business or industry for which residential accommodations were necessary. This order came into effect on June 19, 1962, and it is even more restrictive than the Section 17 Order discussed above. In addition to banning the use of land for permanent residence, it specifies a minimum lot size of one acre, a minimum lot width of 200 feet, and a minimum distance of 25 feet between any building and a lot boundary, and no more than one residence per building lot. In order to construct any building that does not meet these specifications, it is necessary to obtain an Amendment to Minister's Zoning Order by proper application to the Minister of Housing.

Following a meeting in the fall of 1963 between the Hon. J. W. Spooner and residents of King Kirkland in Lebel township, Order 153/62 was amended to give certain specific exceptions to King Kirkland. (These are discussed in the next sub-section below.) The amended order became Regulation 671 under the Planning Act. It was implemented on January 13, 1964, and it is still in effect.

The status of restrictions imposed under Section 17 of the Public Lands Act, has changed during the past year. In response to an inquiry by the SCC, the Swastika District Office of the Ministry of Natural Resources announced that

they had adopted a "flexible" approach in administering the restricted area order. Details of this approach were specified by letter from the District Manager to members of the SCC, on January 31, 1977.<sup>(12)</sup> These were described to the land owners in the area by a subsequent SCC Newsletter. Finally, a Ministerial Regulation, filed as O. Reg. 410/77 on June 22, 1977, revoked Reg. 743 under the Public Lands Act, and the designation of the seven townships as restricted areas, was rescinded. As noted above, however, restrictions under Section 32 of the Planning Act are still in effect. Although the questions of land-use controls, their necessity and implementation in the study area, are discussed in later sections, we believe that the fifteen years of experience with provincial restrictive orders in our study area, can form the basis for recommendations which could lead to significant improvements in this activity of the provincial government for the future.

One factor that deserves close scrutiny, is the amount of public involvement in the application and continued administration of the orders. To the best of our knowledge, no public meetings were initiated by the provincial government to discuss the necessity and implementation of the orders. (One meeting at King Kirkland in 1963, discussed below, was initiated by the residents through letters of complaint.) Since the effect of such orders is to impose municipal-type zoning control directly from the office of the Minister, he has a responsibility to assure the same degree of public involvement that should be invoked in a municipality. In this regard, Proposals 25, 26 and 27 from the recently released Report of the Planning Act Review Committee,<sup>(13)</sup> are noteworthy. In particular, Proposal 25 states, in part:

"....all potentially affected parties have the

right to be notified of all municipal planning proposals, to present their views or object to such proposals, and to appeal municipal planning decisions."

A closely related aspect is the paucity of concrete and specific reasons provided by the Government, not merely for the initial invocation of the orders, but especially for their continued application throughout fifteen years. The initial announcement of the restriction under the Public Lands Act, made by the Hon. J. W. Spooner, noted that "With the recent development of the resources of the area.." this step was taken "...as a measure in the over-all planning of the development of the area."<sup>(14)</sup> Why was the public left to speculate if it was the Adams Mine, and that alone, which constituted the "recent development of the resources"? Indeed, if it was the Adams Mine, why have the restrictions been continued for ten years after the mine operations stabilized? Why have just these seven townships, and not others in the study area, been restricted?

Attempts by private citizens to determine the reasons for the restrictions and their continuance, have been frustrating. The letter from Mr. Albert J. Elie has already been quoted in the Introduction.<sup>(2)</sup> A further inquiry was sent to the Ministry of Housing on March 11, 1974.<sup>(15)</sup> The reply, made by staff of the Subdivisions Section,<sup>(16)</sup> is particularly illustrative.

From the first paragraph:

"As our records going back to 1962 are somewhat limited, it is very difficult to inform you precisely why the Minister's Order was placed over Lebel Township."



Then from the second paragraph:

"In reviewing Mr. Elie's letter to you dated July 20, 1971, we would agree that these controls cannot be lifted until this area becomes an organized municipality or part of an existing one such as Kirkland Lake."

We thus have the ridiculous situation whereby the Ministry which imposed the Section 32 Order, no longer knows why it was imposed, but insists that it be continued!

Finally, inherent in the above discussion, is the additional criticism that no time limits are fixed by law for the duration of Section 17 or Section 32 Orders. On April 12, 1976, the Hon. Mr. Bernier made the following statement in Parliament referring to an interministerial meeting on the Swastika restricted area order:<sup>(17)</sup>

".... it was concluded from various inputs that the growth rate in the township of Lebel, Marquis, McElroy, Boston, Marter, Otto, and Pacaud was no greater than in other similar areas that were not under a restrictive area order. Since this was the case, it was recommended that the restricted order be rescinded."

Was this not also the case in 1974 or 1972, etc?

Due to the above, the SCC believes the following recommendations are in order.

RECOMMENDATIONS

- 3 - 3. In cases where the Ministry of Housing or the Ministry of Natural Resources, determines that it is advisable to place designated areas under Section 32 or Section 17 Orders, the Ministries should make public announcement of this intention, together with all specific reasons for the proposed action, and subsequently hold public hearings in the area to solicit public input and to determine if any suitable alternative course of action exists. This procedure should be mandatory before Section 17 or Section 32 orders are imposed.
- 3 - 4. Section 17 and Section 32 of the Public Lands Act and the Planning Act, respectively, should be amended to automatically limit the term of application of Ministerial Orders made under the sections, to a period not to exceed 3 years. It should be mandatory for the Minister to hold public hearings and to show cause, in order to extend the term of application for each additional period of 3 years.

3.4 THE KING KIRKLAND TOWNSITE

King Kirkland Townsite consists of three mining claims, which were surveyed into 584 lots and registered as a plan of subdivision in the name of King Kirkland Gold Mines, on November 17, 1933. This subdivision is known as Plan M114 (Lebel), District of Timiskaming. Lots have been placed on sale sporadically since 1934. King Kirkland Gold Mines

has been without funds for over 30 years, and the sale of lots has been their only source of income.<sup>(18)</sup>

The effect of the Public Lands Act and Planning Act restrictions, was to nullify the King Kirkland Subdivision, since the lots did not conform to the standards set forth in the restrictive orders. As noted in the previous section, the Hon. J. W. Spooner, then Minister of Municipal Affairs, met the King Kirkland residents, and Order 153/62 was amended by Minister's Order under the Planning Act, on January 13, 1964.

The amending order is shown in Figure 13. It can be seen that there are two clauses: the first declares the registered subdivision to be void, while the second gives specific exemption to selected lots and relaxes the restrictions on land area and building locations.

The effect of the amendment is twofold. Since M-114 is no longer considered a registered plan of subdivision, it is apparently unlawful to sell lots without consent unless they are among those listed in Section 7a. Furthermore, only those listed lots which have an area of at least 9,000 square feet can be used for residential purposes.

For some time, individuals have bought lots from King Kirkland Gold Mines, and then have not been able to get transfer of title. In a few cases, title transfer has been obtained, but the transfer has been stamped "Garden Purposes". This has created significant problems for the people involved, since they have paid for the lots and have been waiting, some for many years, for the titles.

The SCC has tried to determine company policy with regard to lot sales, and to obtain information relating to



ORDER MADE BY THE MINISTER UNDER THE PLANNING ACT

1. Ontario Regulation 153/62 is amended by adding thereto the following section:

- 1a. Registered Plan M-114, District of Timiskaming, is designated as a plan of subdivision which shall be deemed not to be a registered plan of subdivision for the purposes of subsection 1 of section 26 of The Planning Act.

\*\*\*\*\*

- 7a. Notwithstanding any other provision contained in this Order, Lots 43 to 46 both inclusive, 92 to 97 both inclusive, 120 to 138 both inclusive, 150 to 170 both inclusive, 208 to 241 both inclusive, 269 to 306 both inclusive, 313 to 420 both inclusive, 432, 439 to 464 both inclusive, 476 to 484 both inclusive, and 537 to 540 both inclusive, all according to Registered Plan M-114, District of Timiskaming, may be used for residential purposes if,

- (a) any building lot so used has an area of at least 9,000 square feet; and
    - (b) residential buildings are located not less than 10 feet from the side line or rear line of any building lot and not less than 15 feet from any other building.

J. W. SPOONER,  
Minister of Municipal Affairs.

Dated at Toronto this  
Thirteenth day of  
January, 1964.

title transfer difficulties. Accordingly, we sent a letter of inquiry and received a reply in April, 1977.

Not only did the reply from King Kirkland Gold Mines not clarify the status of land sales in the townsite, but it gave additional cause for concern. For example, their list of lots restricted from sale did not agree with the Amending Order. Furthermore, the reply stated that a number of lots in the block No. 499 to No. 584 have been sold, and some are still for sale. However, some lots in this block (from No. 485 to 536) were not exempted by the Amendment, and the sale of these lots would be in contravention to Regulation 671 under the Planning Act.

Through W. E. Winegard, the SCC has endeavored to determine the legal status of land sales from Plan M-114 by King Kirkland Gold Mines. We have been advised through the Office of Legal Services, TEIGA, that, for this case, Ministerial consents are required to convey land, and that conveyance made without consent does not create or convey any interest in land.<sup>(19)</sup> We have been asked to inform all inhabitants of the area that consents to conveyance are essential.

The correspondence from the Offices of Legal Services concludes by stating "It would not be appropriate for this Ministry to inform King Kirkland Mines of their potential liability for contravening S.29(2) of The Planning Act, but I think it is important that word should somehow filter back to King Kirkland Mines that this Ministry is aware of that Company's activities."

### RECOMMENDATIONS

- 3 - 5. The Ministry of Housing, should conduct a Public Inquiry to determine:
- a. The legality of lot sales that have transpired from Plan M-114.
  - b. The means by which previous purchasers can gain either title to their land or appropriate restitution.
- 3 - 6. Pending the results of the above inquiry, further sale of lots by King Kirkland Gold Mines should be suspended immediately.

### 3.5 THE KIRKLAND LAKE MUNICIPAL AIRPORT

As noted in the Introduction, the course of events which led to this study was initiated by the passage of By-law 75-62, by the Town Council of Kirkland Lake, for the annexation of Bernhardt and Morrisette Townships, presumably for the purpose of gaining building control in the area surrounding the Municipal Airport. According to previous statements,<sup>(20,21)</sup> the main objective of such control would be to limit the height of buildings in the area and to provide municipal services for the airport access road (Goodfish Road).

The location of the airport can be seen in the map of Figure 14. It should be noted that the access road runs through the northwest corner of Lebel Township, as well as through Morrisette Township. Currently, there is one permanent resident in Morrisette Township, in addition to about 45 cottage owners on Nettie Lake.

The position of the Town of Kirkland Lake with regard to this problem, has changed somewhat during the course of





**Figure 14**  
**Town of Kirkland Lake (township of Teck) and townships**  
**of Bernhardt, Morrisette, Lebel, Otto and Boston**

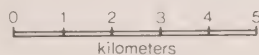
Original area proposed for annexation by town (1975-6)

Area subsequently proposed for annexation by town (1977)



Kirkland Lake water supply and sanitary control area  
 (Timiskaming Health Unit)

Town of Kirkland Lake



this study. At a meeting of the Committee of the Whole on February 7, 1977, Town Council decided to pursue "Land Use Control" of both Morrisette and Bernhardt, and also annexation of an area two by three miles in the northwest corner of Lebel.<sup>(22)</sup> However, on April 19, the SCC was informed that Town Council had decided to annex Bernhardt and Morrisette, because "land use control" would not give Council the desired degree of control.<sup>(23)</sup> The net result is that the original request embodied in By-law 75-62 has only been changed by the addition of a portion of Lebel Township.

At least part of the reason for the vacillation of Town Council in proposing a solution for the problem, is the reaction of the Provincial Government towards some of the means for establishing control. Additionally, a method originally considered, control through the Ministry of Transportation and Communications, is inapplicable.<sup>(24)</sup> Under the Aeronautics Act, Transport Canada has authority to control the height of buildings near federal airports only. The regulation is that no building may exceed 150 feet, within a radius of 13,000 feet of the airport, except by special permission of the Department. This limitation is registered on the title to all property within this radius. It does not apply to municipal airports, however, and the Ministry of Transportation and Communication has no corresponding authority.

Due to the above, building height control near the Kirkland Lake Airport can only be accomplished in one of three ways:

1. Restricted Area Order by the Minister of Housing, under the Planning Act, or by the Minister of Natural Resources, under the Public Lands Act.

2. Extension of the Kirkland Lake Planning Area with an associated Provincial Zoning Order by the Minister of Housing.
3. Annexation followed by municipal zoning through an appropriate zoning bylaw.

The Minister of Housing has stated that annexation followed by locally adopted land use controls would be a more appropriate approach than the imposition of a zoning order.<sup>(25)</sup> Furthermore, this Ministry would only be prepared to impose a zoning order if a serious problem was imminent and all other avenues had been explored. The feelings of the Minister of Natural Resources in this regard are unknown.

Representatives of the cottage owners on Nettie Lake attended a meeting of the SCC on February 15, 1977, at which time the possible consequences of Kirkland Lake action for the cottage owners were discussed. In addition, the TEIGA Study Officer outlined to a representative of the cottagers, conditions that would exist if annexation or an extension in the Kirkland Lake Planning Area were imposed.<sup>(26,27)</sup> Further involvement of the SCC with this matter is discussed in the Section concerning public input to the study.

### 3.6 HARVEY KIRKLAND

Harvey Kirkland is a small community of 18 occupied homes in Lebel Township. All homes are built on a mining claim (No. 8080) bordering on the Town of Kirkland Lake. The location of Harvey Kirkland is shown on the map of Figure 14. This community presents some unique problems due to its proximity to Kirkland Lake and its current status of



land ownership. The relationship between Harvey Kirkland and Kirkland Lake, can be seen in Figure 15. Access to the area can only be gained through the Town of Kirkland Lake, by an extension of a municipal road. In addition, all of the land contiguous to Harvey Kirkland, consists of mining claims owned by the Town of Kirkland Lake. Nevertheless, this area has not been included in the land requested for annexation by the Town.

The residents of Harvey Kirkland do not have title to their land at this writing. The past owner of the claim allowed the people to build on the claim and reside in their homes by paying "ground rent". However, the claim has been forfeited for taxes, and the land has reverted to the Crown. Thus, the residents now live on Crown Land without permit or other authority.

The Ministry of Natural Resources has informed the SCC that it intends to enable Harvey Kirkland residents to acquire legal title to their land. Accordingly, the Ministry of Natural Resources has submitted a draft plan of subdivision to the Ministry of Housing, for approval in principle. Such approval was to be followed by a presentation of the plan to the residents. Unfortunately, just prior to this writing, approval for the subdivision was denied.

### 3.7 POLLUTION AND ENVIRONMENTAL PROTECTION

This section deals with problems associated with waste disposal, the pollution of area waters and the maintenance of the sanitary quality of drinking water. Some of these problems are among the most intransigent encountered in the study, since they do not seem to be amenable to solution





FIGURE 15- THE COMMUNITY OF HARVEY KIRKLAND

by changes in the local government structure.

No explicit problems associated with water supply or sewage treatment within the unorganized townships, have been identified. Drinking water is obtained in this area by drilled or dug wells, while sewage disposal is primarily by means of septic systems. The Ministry of Environment typically contracts with local Health Units to inspect private water supply and sewage treatment, because the Health Units can do it more efficiently in conjunction with their other local duties. (Health Units frequently complain that the contract price is insufficient, that septic tank inspections infringe on their other duties, and that they get no subsidy for the expense involved in a prosecution, if such becomes necessary.) No concrete information on the adequacy of township water and septic facilities has been obtained; input from the Timiskaming Health Unit was limited to speculation.<sup>(28)</sup>

Drinking water for the Town of Kirkland Lake is obtained from Gull Lake in Lebel Township. According to statements made by the Mayor<sup>(21)</sup>, at least part of the reason for Kirkland Lake's request to annex the portion of Lebel Township noted in Section 3.5, is due to the desire of the Town to obtain control of its source of water. However, the Town, through the local board of health, already has sanitary control of this water source by virtue of a Certificate from the Provincial Board of Health dated May 20, 1920. This certificate was later replaced by an order from the Ontario Department of Health, on February 6, 1934, which grants sanitary control over the entire Gull Lake - McTavish Lake drainage basin. The boundaries of this Sanitary Control Area are shown on the map of Figure 14; the area includes portions of Lebel, Arnold, Morrisette and



Gauthier Townships, as well as Teck Township(Kirkland Lake). According to the 1934 Order, any activity which may in any way affect the quality of water in this area, e.g. bathing, swimming, drainage of waste, may be prohibited. Note that this could include the prohibition of swimming on the Crystal Lake Beach in the Improvement District of Gauthier.

The disposal of waste, other than sewage is accomplished in the townships using land-fill sites maintained by the Ministry of Natural Resources. Since these have negligible impact on the environment, they are not discussed here. (See later section dealing with the cost of this service.) In contrast, waste disposal by the Town of Kirkland Lake is by means of a municipal dump on Gami Lake within the boundaries of Teck Township. This facility contributes to the pollution of the Blanche River system, discussed below. It should be noted that the Town of Kirkland Lake intends to replace the Gami Lake Dump with a land-fill site located in Lebel Township. Both the Dump and the proposed land-fill site are shown on the map of Figure 14.

Undoubtedly, the major environmental problem in the study area, is the pollution in the Blanche River system. With the exception of the area east of Kirkland Lake, the quality of water in the Blanche River is of major importance to the townships, as well as Kirkland Lake. As can be seen in Figure 3, this river drains Sesekinika Lake in Maisonneville and Grenfell Townships, flows through Kenogami Lake in Grenfell-Eby Townships, and Round Lake, which borders the four townships of Marquis, Otto, Boston, Pacaud; these are the most important lakes for cottages in the area. South of the study area, the river flows past the town of Englehart and then, after about twenty-five miles, into Lake Timiskaming east of the Town of New Liskeard. Thus, the

Blanche River forms the major drainage basin in the region.

Between Kenogami and Round Lakes, the river flows through the community of Swastika, emptying into Otto Lake, in the southwest corner of Kirkland Lake (Teck Township), where it constitutes a significant municipal resource. In Swastika, the river forms the Duck Pond, around which is located Firemen's Park, a central park area for the Community. Although most of Otto Lake is in Otto Township, the north shore is in Kirkland Lake, and this area has been the subject of considerable development by the Town of Kirkland Lake, especially in the past several years, as a municipally operated campground and recreational resource. This facility is known as Culver Park, and it consists of a large trailer and tent camping area, a number of buildings, a ball field and public swimming beach, both of which are heavily used by the municipality. The entire area is adversely affected by pollution.

Figure 16 shows the Duck Pond in Swastika, and the Kirkland Lake Dump. The Culver Park development is shown in Figure 17.

In order to assess the extent of the pollution problem in the river system, the SCC has studied three reports published by the Ministry of the Environment: a pollution survey of the Swastika area of Kirkland Lake,<sup>(29)</sup> a pollution survey of the Murdock Creek area of Kirkland Lake,<sup>(30)</sup> and a report on the water quality of Round Lake.<sup>(31)</sup> The first two reports document the results of testing in 1975, whereas the Round Lake report describes the results of a testing program carried out in 1974.

In the study area, there are three main sources of





FIGURE 16 - SWASTIKA DUCK POND(UPPER) AND KIRKLAND  
LAKE DUMP(LOWER)



FIGURE 17 - THE CULVER PARK DEVELOPMENT ON OTTO LAKE



pollution, each of which is due to the waste disposal methods employed by the Town of Kirkland Lake. Most of the Kirkland Lake Townsite is serviced by sanitary sewers, which are connected to a sewage disposal system; this system discharges effluent into Murdock Creek, a tributary which flows into the Blanche River about midway between Swastika and Round Lake. In the Swastika area itself, sewage treatment is accomplished by two large communal septic tanks, which are allowed to discharge directly into the Blanche River. Amikougami Creek also enters the Blanche River in Swastika, slightly upstream of the Culver Park area, where the Blanche River empties into Otto Lake. In addition to sewage pollution of local origin, this creek carries any chemical pollution originating from the Municipal Dump on Gami Lake. However, our Committee has been unable to obtain any data concerning the extent of pollution caused by the Gami Lake Dump.

The level of coliform bacteria present in water is used as an indication of the amount of pollution. Coliform organisms are a species of bacteria which normally inhabit soil and are present in human faecal matter, which is the major source of unnaturally high coliform levels.<sup>(29, 30)</sup> Total coliform levels exceeding 1000/100 ml, and faecal coliform concentrations exceeding 100/100 ml, are indicative of sewage pollution. Total coliform counts of 80,000<sup>+</sup>/100 ml, coupled with faecal counts of 8,000<sup>+</sup>/100 ml are indicative of raw sewage.

The Blanche River is subject to heavy sewage pollution in Swastika. The large septic tanks provide only partial clarification of the raw sewage during the short retention period; only the heavier particulate matter settles out, with little change in the bacteriological content. Although upstream of the Duck Pond, the river shows a low level of



pollution (an average of 24 total and 16 faecal coliforms/100 ml), the Duck Pond itself shows a pollution level indicative of raw sewage.<sup>(29)</sup> average values of 7400 total and 5800 faecal/100 ml, with two samples giving faecal coliform counts in excess of 8,000. The discharge of effluent from Septic Tank Number One is undoubtedly the source of this pollution. Downstream from the Duck Pond, the Blanche River receives the effluent from Septic Tank Number Two, by means of a wooden pipe. Testing of the effluent gave coliform counts exceeding 80,000<sup>+</sup> total and 8,000<sup>+</sup> faecal. Samples from the river mouth where it enters Otto Lake produced a total coliform count of 700 with a faecal count of 600. Although the pollution level is decreased at this point, a significant amount of sewage contamination remains.<sup>(29)</sup>

The pollution of Murdock Creek has been a long-standing source of contamination to the Blanche River, since the creek receives the sanitary wastes of the Kirkland Lake Townsite. In November of 1973, a secondary sewage treatment plant commenced operation in Kirkland Lake. However, the study of 1975 showed that pollution is still entering the creek, not only from the effluent of the treatment plant, but also from 6 unsewered areas within the Townsite. Creek samples slightly downstream of the treatment plant gave total and faecal coliform counts of 1200 and 70 respectively. However, further downstream, near a municipal septic tank, the results were 8,000<sup>+</sup> total coliform and 8,000<sup>+</sup> faecal coliform. In addition, tests showed that the nutrient levels (nitrogen and phosphorus) were appreciably higher than the values known to contribute to algal growth. It should also be noted that, during the period of the spring run-off, it is necessary to bypass the treatment plant entirely. Furthermore, the Kirkland Plant, like other Northern plants, has no facilities for nutrient removal.

During the summer of 1973, the Ministry of Environment received complaints of an algal bloom on Round Lake. The subsequent water quality evaluation, conducted in the summer of 1974, was implemented in order to document the water quality existing at that time, and to provide baseline data to permit the determination of any future improvements in water quality related to the operation of the then new sewage treatment facility in Kirkland Lake.<sup>(31)</sup> The effect of pollution of the Blanche River, is to introduce to Round Lake extremely high levels of phosphorus and nitrogen-nutrients which stimulate aquatic plant and algal growth. Not only do high levels of algal growth contribute to unsightly conditions and undesirable odors, but such growth also reduces the availability of dissolved oxygen in the water. If the algal growth exceeds the dangerous limit, fish and other aquatic organisms die from lack of oxygen, which contributes more organic material to the water and increases the pollution level - an interactive process which ultimately results in the death of the lake. The 1974 study has shown that Round Lake algal growth is extremely high, periodically exceeding the dangerous level by factors up to twofold, and that inputs of nutrients from the Blanche River are of magnitudes easily capable of causing the observed water quality problems.

The Ministry of Environment District Offices are responsible for monitoring the quality of water and sewage disposal in municipal systems. Although MOE has target levels for sewage effluent, it has no legal regulations which it can enforce against municipalities.<sup>(28)</sup> Its only recourse, if the water supply or sewage treatment is unsatisfactory in a municipality, is to veto further development by subdivision. However, there is a Common Law right for owners who use water downstream, to sue for an injunction to stop

interference with the quality or quantity of water. This includes the right to sue against a municipality.<sup>(28)</sup> In practice, the judge can refuse to grant such an injunction, but affected land owners can be awarded the costs of damages they have suffered.

The gross pollution of the Blanche River, caused by the Town of Kirkland Lake, is detrimental to the entire area. It diminishes the quality of life in the townships, and it adversely affects the residents of Kirkland Lake, which is trying to promote increased tourist development. Unless the pollution is eliminated, this region will ultimately lose a valuable and irreplaceable resource.

The SCC is under no illusion, that there are easy solutions to this problem. For example, preliminary estimates suggest that a sewage treatment and water purification plant in Swastika would result in costs of \$600 per year per household, even if 90% subsidized.<sup>(28)</sup> It is apparent that changes in the local government structure will not produce solutions. Rather, effective remedies require substantial provincial investment, coupled with determined action by the Town of Kirkland Lake and the residents of the townships in the Blanche River Drainage Basin. Accordingly, we make the following recommendations.



RECOMMENDATIONS

- 3 - 7. The Provincial Government should provide sufficient funding to the Town of Kirkland Lake, so that it can:
- a. Bring sanitary sewage service to all unserviced areas in the municipality, including Chaput Hughes.
  - b. Provide effective sewage treatment facilities in Swastika, including nutrient removal from sewage effluent.
  - c. Enlarge and otherwise modify the Kirkland Lake sewage treatment plant so that it can accommodate the additional servicing, provide for effective nutrient removal and minimize the spring run-off problem.
- 3 - 8. Until such time as the measures in Recommendation 3 - 7 are completed, the Provincial Government should not provide any additional funds for the development of Culver Park on Otto Lake; rather, such funding should be used to support the development of adequate sanitary sewage facilities. Furthermore, the Ministry of Environment should veto further Kirkland Lake subdivision development.
- 3 - 9. An Action Group should be formed immediately, in the entire area affected by Blanche River pollution, to take whatever legal and political action that may hasten the end of pollution in the river.

## CHAPTER IV

# INPUT TO THE STUDY

### 4.1 SOURCES

The SCC has endeavored to obtain as much external input to the study as possible. In addition to holding public meetings for residents and land-owners, we have sought relevant statements of concerns from all neighboring municipalities, as well as the provincial government. By maintaining a postal box at King Kirkland, we have encouraged and received correspondence from private citizens. Towards the end of the study, a telephone survey was conducted of all residents in the study area.

Our most significant source of input has been our involvement in public meetings throughout the area. These are listed chronologically in Table 5. It can be seen that SCC members were involved in a total of 17 meetings, of

TABLE 5 - SCC PARTICIPATION IN PUBLIC MEETINGS

DATE	PLACE	(ATTEND (approx.))	TOPIC
Sep 1/76	King Kirkland	50	General: Election of Rep.
Sep 5/76	Dane	30	General: Norton-Bain Letter
Sep 6/76	Bourkes	40	General: Norton-Bain Letter
Sep 8/76	Dane	120	General: Election of Rep.
Sep 9/76	Swastika	120	General: Election of Rep.
Sep 19/76	King Kirkland	25	Petition, Norton-Bain Letter
Sep 20/76	King Kirkland	14	(Arnold Twp.)Petition, Norton-Bain Letter
Oct 6/76	Dane	40	Resignations and Status
Oct 7/76	Bourkes	53	Resignations and Status
Oct 19/76	King Kirkland	25	Resignations and Status
Oct 20/76	Bourkes	46	Annexation by Black River-Matheson
Feb 1/77	King Kirkland	30	Demonstration by Gauthier Residents
Feb 21/77	Dobie	50	Status of Gauthier in Study
Mar 7/77	Kirkland Lake	35	Status of Morrisette
May 10/77	Swastika	102	Final Meeting: Recommendations (Round Lake Area)
May 11/77	Swastika	124	Final Meeting: Recommendations (Kenogami-Bourkes)
May 12/77	King Kirkland	102	Final Meeting: Recommendations (King Kirkland-East Twps.)



which some were concerned with specific problems, while others were more general in nature. Several of the meetings listed in Table 5 were organized by people other than SCC Members; these have been included since they provided the Committee with important sources of information obtained through a public forum (see discussion below).

It should be noted that 11 of the meetings occurred in 1976 i.e., before the formalization of the SCC by TEIGA. However, as noted in the Introduction, these meetings have had a compelling impact on the course of the study; to omit these from consideration would be to omit part of the foundation of our activities.

The last three meetings were held specifically to solicit recommendations from land-owners and residents, for general alternatives for local government in the area. These meetings are discussed in detail in the section below.

In general, the SCC held public meetings only when such seemed assured of significant participation. We felt it imperative that public interest be maintained throughout the study, and we believed that to hold too many meetings could well serve to dampen public involvement and thus curtail meaningful public involvement. Nevertheless, after the final meeting on May 12, we sent a newsletter to all residents and land-owners, in which we solicited requests for additional meetings. Since no such requests were received, we decided that sufficient public participation had been obtained.

#### 4.2 MEETINGS PRIOR TO FORMALIZATION OF SCC

Most of these meetings have already been noted in the Introduction. They were concerned with the possibility of

annexation, the conduct of the local government study, and the implications of a government policy which seemed to favour the development of strong, centralized, large municipalities. They were always emotionally charged, and sometimes acrimonious.

It is difficult to summarize these meetings, for no data was compiled, no solutions were offered towards the problems of economic balance between Kirkland Lake and the townships, no concrete proposals were made for specific municipal structures. However, there should be no doubt that the contributions to this study, made by these meetings, were both real and of the first importance. The SCC was charged with the responsibility of conducting a local government study from the distinct perspective of the unorganized townships. These eleven meetings firmly established that perspective.

Despite the foregoing discussion, these meetings served to make some very concrete statements with regard to local government possibilities and associated social conditions.

1. A real and viable sense of community exists in the townships. Centered around identifiable areas within the region, these communities exist because of shared tradition, ethnic similarities, common lifestyles and similar expectations.
2. In the main, people live in the townships because they choose the life-style that can be found there, and this lifestyle is separate and distinct from that found in a town, even one as small as Kirkland Lake. The resident population is not caused by population spillover from Kirkland Lake, nor is it due to attempts to escape high municipal taxation. To the contrary, a significant number of residents have lived in the townships for two to three generations, as

previously discussed; they have watched Kirkland Lake change from a mining camp, to economic boom and rapid growth, to economic depression and declining population.

3. Annexation or amalgamation to Kirkland Lake is rejected, not because of local animosities, but because of a conflict in life-style coupled with a belief that Kirkland Lake would not be able to provide any real services in exchange for the taxation that would be imposed. The lack of services still existing within the town is seen as convincing evidence in favour of this belief.
4. People in the townships consider themselves to be independent but responsible citizens, fully capable of managing any degree of self-government that might be required. In their opinion the organization of activity and solidarity of purpose evinced by these 11 meetings, provides cogent argument for this claim.
5. Centralization and consolidation are not, a priori, advantageous. To the contrary, these processes are viewed with a high degree of skepticism. The centralization of the school system, with the resulting closure of the local country schools, is seen as a convincing example of the losses incurred by the centralization process.

#### 4.3 PUBLIC INPUT RELATED TO SPECIFIC PROBLEMS

##### A. Benoit Township

On October 25, 1976, the Corporation of the Township



of Black River-Matheson sent a letter to the Parliamentary Assistant to the Treasurer, in which they stated they were interested in incorporating the south half of Benoit Township.<sup>(32)</sup> Prior to this date, however, it had become known to the residents of Benoit, that Black River-Matheson intended to seek annexation of this area. Accordingly, the residents organized the meeting in Bourkes of October 20. In attendance at this meeting were Mr. A. Peters (M. P. Timiskaming), Mr. R. Bain (M.P.P. Timiskaming), Mr. W. Ferrier (M.P.P. Cochrane South) and Mr. H. Janssen, committee member elected to represent this area.

Input from this meeting can be summarized by two statements, which represent the virtually unanimous opinion of the 46 people in attendance:

1. Under no conditions should the southern part of Benoit Township be annexed to Black River-Matheson.
2. The Cochrane-Timiskaming District Line should be moved from the Benoit-Maisonville township line to the Benoit-Cook township boundary.

It should be noted that Mr. R. Bain, on April 29, 1977, introduced a Private Member's Bill in favour of the second recommendation.

#### B. The Improvement District of Gauthier (Dobie)

Although Gauthier was not specifically included in the area to be studied by the SCC, the relationship of Dobie to the study became a subject of concern to the Committee, when it became involved in the meetings of February 1 and February 21 at King Kirkland and Dobie respectively.

The King Kirkland meeting of February 1 was initiated by a demonstration by about 30 Dobie residents, to TEIGA representative, Mr. W. E. Winegard. During the subsequent

discussion, the residents objected to the apparent neglect of their opinions with regard to the local government study, and they voiced strong opposition to either annexation or planning control by Kirkland Lake. It was also noted that residents of Dobie were forwarding a petition to the Treasurer. The petition was a statement of opposition to annexation or planning control, as well as an affirmation of satisfaction with the organization of Gauthier Township as an Improvement District. It was supported by 61 signatures.

The meeting of February 21, resulted from the above demonstration. It was held so that Gauthier residents could be advised by TEIGA, of their relation to the local government study, and to give opportunity for the public expression of opinion. Discussion reaffirmed the statements set forth at the King Kirkland demonstration, and in the petition. The fears of the residents were somewhat allayed by letter from the Treasurer, which indicated that the Province would not insist on annexation or planning control by Kirkland Lake.<sup>(33, 34)</sup>

Although the residents demonstrated an over-all contentment with their status as an Improvement District, there was significant discussion concerning the practice of appointing the members of the Board. The fact that the residents could not elect Board members, seemed to be the only source of dissatisfaction with their current organization.

#### C. Morrisette Township and the Kirkland Lake Airport

The issues associated with the desire of Kirkland Lake to obtain control of the land surrounding the Municipal Airport, have been discussed in Section 3. Attempts by the SCC to obtain meaningful input from residents/cottagers in Morrisette, have not been entirely successful.

The meeting concerning Morrisette status on March 7, was chaired by the Mayor of Kirkland Lake. Also in attendance were the Chairman of the Kirkland Lake Planning Board, the town Planning-Housing Officer, and TEIGA representative, Mr. W. E. Winegard, and the members of the SCC. About 35 residents/cottagers attended.

Discussion was dominated by the town representatives, who attempted to explain the reasons for their request for control of Bernhardt, Morrisette and a portion of Lebel townships. There was some disagreement between town and TEIGA representatives as to the efficacy of planning control in solving the airport problem. Not only did this seem to generate considerable confusion, but answers to some questions were refused, viz., did Kirkland Lake Council wish to avoid annexation of Morrisette in order to escape the cost of providing services to the land-owners? There seemed to be little explicit statement of opinion by the Morrisette cottagers and residents.

Subsequent to the above meeting, the SCC decided to make a further effort to determine the feelings of Morrisette Landowners. Accordingly, we sent letters to 41 residents and cottagers, which explained, to the best of our knowledge, the current status and options available. We requested a meeting to discuss these matters, and to become appraised of the wishes of the affected residents/cottagers. However, only four people indicated they were interested in such a meeting, and hence it was not held. Some input was obtained at the final meeting in King Kirkland on May 12, and this is discussed in the appropriate section below.

#### D. Harvey Kirkland

The problems of the Harvey Kirkland area have been previously discussed. The SCC sent letters to 26 residents



in this area, which posed two questions:

1. Do you wish to be annexed by the  
Town of Kirkland Lake?
2. Do you wish a public meeting with  
the SCC?

Only 3 people requested such a meeting, and it was accordingly decided not to hold it. Although Harvey Kirkland residents were included in the area associated with the final meeting on May 12, only 2 residents attended. Thus, the SCC has not become informed of any opinion representative of the residents in this area.

#### 4.4 TELEPHONE SURVEY AND FINAL PUBLIC MEETINGS

The final public meetings of May 10-12 were held to seek concrete recommendations from township land-owners, for general alternatives for local government in the study area. It was intended that these meetings would provide the central means of public input to the study in general. Accordingly, careful preparations were made, and the meetings were extensively advertised in the local media. Newsletter No. 3 was published on April 17; it also emphasized the necessity for public input at the meetings. Finally, a telephone blitz and survey were conducted, of all the residents in the townships, in the week immediately preceding the meetings.

The telephone survey was designed not only to give personal reminders of the meetings, but also to provide significant input on its own accord. A prepared script was used, to ensure that, as much as possible, all residents were surveyed with a uniform approach. A standardized form was used to record data. At least two attempts were made to contact each resident.

Examination of the survey data sheet shows that a number of social and economic factors were evaluated. These are discussed in later sections of the report. The remainder of the survey was designed to stimulate interest in the meetings, assess the degree to which the residents were aware of the study, and solicit relevant comments. It was felt that some individuals might feel more at ease when making comments on an individual basis, rather than in a public meeting.

The results of the assessment of resident awareness is shown in Table 6. The survey contacted 317 residents, and an average of 91% were aware of the study. Over two-thirds had read the last Newsletter (No. 3), which concerned the public meetings. It should be noted that the townships that demonstrated the lowest interest in the Newsletter were Marter, Grenfell and Eby. In particular, Marter Township, the most southerly in the study area and bordering on the Town of Englehart, shows both the lowest interest and the lowest degree of awareness of the study. This is probably due to the fact that Marter residents are much more oriented to Englehart than to the Kirkland Lake area. The data for Grenfell and Eby are interesting in relation to the results of the public meetings, as discussed below.

Table 7 summarizes the comments that were obtained. The incidence column reflects the number of individuals who made the general comment. It is obvious that the most frequently made comment (20% of those contacted) expressed opposition to annexation. The complaint concerning taxes was made mostly by Marquis residents; it was engendered by a recent increase in the Roads Tax by about a factor of 2.

The public meetings following the survey were well-attended: 102 at the meeting for Boston, Marquis, Otto, Pacaud and Marter; 124 for Benoit, Maisonville, Grenfell,

TABLE 6 - RESIDENT AWARENESS OF STUDY  
(FROM TELEPHONE SURVEY)

TOWNSHIP	NUMBER OF CONTACTS	PER CENT KNEW OF SCC	PER CENT READ LAST NEWSLETTER
BENOIT	5	100%	100%
BOSTON	7	100%	71%
EBY	14	93%	57%
GRENFELL	43	91%	58%
LEBEL (H.K.)	10	90%	80%
LEBEL (K.K.)	77	91%	62%
MAISONVILLE	20	95%	75%
MARQUIS	37	92%	81%
MARTER	16	69%	56%
OTTO	60	92%	70%
PACAUD	28	96%	71%
AVERAGES (ALL CONTACTS)	317	91%	68%



TABLE 7 - SUMMARY OF INDIVIDUAL COMMENTS  
( TELEPHONE SURVEY )

COMMENT	INCIDENCE	QUALIFICATIONS
NO AMALGAMATION WITH KIRKLAND LAKE	65	GENERAL
STAY THE WAY WE ARE ( LEAVE US ALONE )	18	GENERAL
REMOVE BUILDING RESTRICTIONS	13	RESTRICTED TOWNSHIPS
TAXES TOO HIGH	13	MOSTLY FROM MARQUIS
IMPROVE ROAD CONDITIONS	11	GENERAL
WOULD LIKE SOME FIRE PROTECTION	5	
WANT EASIER WAY FOR LAND DIVISION	4	
CONCERNED WITH UNEMPLOYMENT	3	
ELIMINATE POLLUTION	2	MARQUIS
MORE FACILITIES FOR AGED	1	
CONCERNED WITH LOSS OF SCHOOLS	1	
POOR TELEPHONE SERVICE	1	

Eby; 102 for Arnold, McElroy, Morrisette, and Lebel.

A similar format was followed at each meeting. The public was first appraised of the development, activities and current status of the study. The general alternatives for local government were then discussed; these were categorized under the options of annexation, forming an independent government, and remaining unorganized. Finally, as an example of feasibility, costs, services and tax revenue were analyzed for several different models of possible independent municipal government, as derived from data prepared by TEIGA advisor W. E. Winegard. Following general discussion, participants completed questionnaires which indicated their preference for local government alternatives. The presentations at each meeting was made by the SCC member elected from the associated area.

The independent government models were based on the following hypothetical municipal units: King Kirkland, Boston-Marquis-Otto-Pacaud township union ("Round Lake"), Benoit-Maisonville union, Grenfell-Eby union, Benoit-Maisonville-Grenfell-Eby union.

Each participant received a copy of all relevant information, which included a list of municipal responsibilities, and outline of the municipal grant structure, assessment and population data, list of municipal services corresponding to each model, and a comparison of current and projected taxation levels. The details of the models for independent government are presented in the section of the report dealing with the analysis of local government alternatives. It is sufficient to note here that the models showed that independent government was economically viable.

The questionnaire asked two basic questions: (1) indicate your general preference for remaining unorganized, forming

an independent government, or amalgamation with Kirkland Lake or some other existing municipality, and (2) in the event that the Provincial Government requires your area to become municipally organized, indicate whether you prefer an independent government or amalgamation. The latter question was felt to be important in view of apparent provincial policy in favour of supplanting unorganized areas with municipally organized structures.

The results for the above questions are summarized in Tables 8 and 9 respectively. In each Table, the total number of responses is listed per township. This is not necessarily equal to the number of questionnaires returned, since some questionnaires were incomplete. The number from each township, preferring each alternative, is further classified as residents or other, i.e., cottagers and land-owners. The lower part of the tables presents the results as totals for the various township groupings associated with the independent government models.

Table 8 shows the preference for general local government alternatives. To the extent that the questionnaires represent township opinion, it is clear that the townships of Marter, Arnold, McElroy, Morrisette, Boston, and Grenfell would prefer to remain unorganized. On the other hand, Marquis, Pacaud, Benoit and Maisonville show preference for forming an independent local government. The remaining townships, Eby, Otto and Lebel, show roughly equal preference for independent government and the unorganized status, with some slight weighting in favour of the latter alternative. It can be seen that no township showed any significant preference for amalgamation. On the average, only 3% of the replies selected this alternative.

The results of Table 9 show much more uniformity than above.



TABLE 8 - PUBLIC MEETING QUESTIONNAIRE  
SUMMARY OF GENERAL RECOMMENDATIONS

TWNShP.	NUM. RESP.	UNORGANIZED			AMALGAMATE			INDEP. GOV'T		
		RES.	OTHER	TOT.	RES.	OTHER	TOT.	RES.	OTHER	TOT.
MARTER	14	7	7	14	0	0	0	0	0	0
ARNOLD	7	0	7	7	0	0	0	0	0	0
McELROY	2	2	0	2	0	0	0	0	0	0
MORRISETTE	12	0	10	10	2	0	2	0	0	0
LEBEL	83	43	0	43	1	0	1	37	2	39
BOSTON*	4	3	0	3	0	0	0	1	0	1
MARQUIS*	26	8	0	8	2	0	2	16	0	16
OTTO*	32	17	0	17	0	0	0	13	2	15
PACAUD*	12	4	0	4	1	0	1	7	0	7
BENOIT(B)	8	1	0	1	0	0	0	7	0	7
MAISON.(M)	29	8	1	9	0	0	0	17	3	20
GRENFELL(G)	48	19	18	37	0	2	2	6	3	9
EBY(E)	23	10	2	12	0	0	0	7	4	11
*AVERAGE RND. LAKE	74	32 (43%)			3 (4%)			39 (53%)		
AVERAGE (B,M)	37	10 (27%)			0 (0%)			27 (73%)		
AVERAGE (G,E)	71	49 (69%)			2 (3%)			20 (28%)		
AVERAGE (B,M,G,E)	108	59 (55%)			2 (2%)			47 (43%)		
AVERAGE TOTAL RESP.	300	167 (55%)			8 (3%)			125 (42%)		

TABLE 9 - PUBLIC MEETING QUESTIONNAIRE  
CHOICE IF ORGANIZATION REQUIRED

-111-

TWNShP.	NUM. RESP.	AMALGAMATE			INDEP. GOV'T		
		RES.	OTHER	TOT.	RES.	OTHER	TOT
MARTER	12	0	4	4	5	3	8
ARNOLD	-	-	-	-	-	-	-
McELROY	-	-	-	-	-	-	-
MORRISETTE	7	2	0	2	0	5	5
LEBEL	83	9	0	9	72	2	74
BOSTON*	4	1	0	1	3	0	3
MARQUIS*	23	0	0	0	23	0	23
OTTO*	30	2	0	2	27	1	28
PACAUD*	13	1	0	1	12	0	12
BENOIT(B)	8	1	0	1	7	0	7
MAISON.(M)	29	2	0	2	23	4	27
GRENFELL(G)	38	2	6	8	20	10	30
EBY(E)	23	0	0	0	17	6	23
* TOTALS RND. LAKE	70	4 (6%)			66 (94%)		
TOTALS (B,M)	37	3 (8%)			34 (92%)		
TOTALS (G,E)	61	8 (13%)			53 (87%)		
TOTALS (B,M,G,E)	98	11 (11%)			87 (89%)		
AVERAGE TOTAL RESP.	270	30 (11%)			240 (89%)		

It can be seen from this data that, if the townships were not allowed to remain unorganized, the great majority of land-owners would prefer some form of independent government, with an average of only 11% preferring amalgamation. Marter Township shows the highest proportion of those preferring amalgamation (33%), and the questionnaires from this township indicated that such amalgamation should involve Englehart, as opposed to Kirkland Lake. No participants from Arnold or McElroy Townships completed this section of the questionnaire. It is interesting to note that, in Morrisette, the two permanent residents preferred amalgamation, while the five non-resident land owners showed preference for forming an independent government. It should also be noted that in Grenfell Township, 8 out of 38 (21%) showed a preference for amalgamation, which is a significantly higher proportion than that for the neighboring townships of Maisonville and Eby (7% and 0% respectively). The anomalous position of Grenfell Township is also evident in Table 8, where the strong preference to remain unorganized clearly contrasts with the results of neighboring townships.

It is important to recall the nature of the township populations, when interpreting the data in Tables 8 and 9. For example, while only two questionnaires were received from McElroy Township, this represents the entire residential population of this township. Similarly, Boston Township has only 20 households (permanent residences and cottages). The population of Morrisette Township is almost entirely seasonal, with 39 cottages compared to one permanent residence. A large seasonal population is also characteristic of Grenfell Township, in which the cottages out-number the permanent residences by about 4 to 1. Indeed, it is this property which may account for the variation in the results of Grenfell Township compared to its neighbors.



The comparative validity of the results obtained from the questionnaires can be assessed from Table 10, which shows the sampling proportions per township as calculated by the ratio of the number of questionnaires returned to the total number of households. To the extent that this ratio reflects the degree to which the questionnaires represent the views of the townships, the results from Lebel and Morrisette are most reliable, while Otto and Pacaud show least reliability.

With regard to the King Kirkland meeting, it should be noted that the recent request by Kirkland Lake, to annex Bernhardt, Morrisette and the northeastern 2 X 3 mile corner of Lebel, was the subject of considerable discussion. The participants in the meeting were asked to record their reaction to this request, as it concerns Lebel Township, in the comments section of the questionnaire. The results show opposition to the annexation of part of Lebel, by about a 2 to 1 ratio (15 against, 7 for).

#### 4.5 INPUT FROM MUNICIPALITIES

On March 10, 1977, the SCC wrote to all organized municipalities adjacent to the study area, requesting their suggestions and comments regarding local government possibilities. Letters were sent to Kirkland Lake, Black River-Matheson, Englehart, the Township of Chamberlain, the Improvement District of Gauthier and Larder Lake. Replies were eventually received from all but the latter two municipalities. The reply from Chamberlain, however, consisted of an invitation to a meeting which was impossible for the SCC to accept, and no further invitation or comment was extended.

TABLE 10 - PUBLIC MEETING QUESTIONNAIRES  
SAMPLING PROPORTIONS PER TOWNSHIP

TOWNSHIP	HOUSEHOLDS (RES. + COT.)	NUM. OF QUEST.	SAMPLING PROPORTION QUEST/HSHLD IN %
McELROY	1	2	200%
LEBEL	175	83	47%
MORRISETTE	40	12	30%
BENOIT	29	8	27%
EBY	84	23	27%
MARQUIS	105	26	25%
MAISONVILLE	120	29	24%
BOSTON	20	4	20%
GRENFELL	246	48	20%
OTTO	172	32	19%
PACAUD	64	12	19%
AVERAGE (EXCLUDING McELROY)			26%

## A. KIRKLAND LAKE

Contributions to the study from the Town of Kirkland Lake, have been somewhat limited, especially in view of the fact that Kirkland Lake was requested to conduct a study equivalent to that of the SCC(see Introduction). At the January 18 meeting of the SCC, it was decided to inform Town Council of our activities by making available to them the minutes of our meetings, and other relevant material, and we requested that Council reciprocate in this exchange. On February 4 we again made this request.<sup>(35)</sup> A reply was sent on February 8, in which we were informed that Council would communicate with TEIGA advisor, W. E. Winegard, and that he, in turn, could forward information to our Committee.<sup>(36)</sup> It was noted, however, that the Town Study Group was the Committee of the Whole of Council, and that information could only be released after minutes were approved in open council.

On February 8, Town Council communicated to TEIGA, that their approach to the study consisted of annexation of the northeast corner of Lebel and "land use control" of both Morrisette and Bernhardt.<sup>(37)</sup> The reply to our general request for comments and suggestions, merely consisted of a restatement of this position, with the note that "land use control" was to be replaced by annexation.<sup>(38)</sup>

Despite the above, the SCC realizes that the Kirkland Lake Council has more extensive concerns with the study area. At the initial meeting of the original study group, a report of a feasibility study was distributed, prepared by the town Planning-Housing Officer, which made a detailed analysis of the possibilities of annexation and planning control for a large area in the unorganized townships. More recently, the SCC was made aware that Kirkland Lake Council, in a letter



to TEIGA, reacted negatively to the lifting of the Section 17 Restricted Area Order, and were reassured in the reply from TEIGA, that development in the townships was still controlled by the Section 32 Order under the Planning Act.

#### B. ENGLEHART

A detailed reply to our request was received from the Town of Englehart, in which the Municipal Council discussed four topics related to the study.<sup>(39)</sup>

1. Englehart is concerned with any plans affecting the townships of Bayly and Marter, and, to a lesser extent, with the southern portion of Pacaud and Catherine.
2. Englehart has given no consideration to the annexation of any unorganized township. Furthermore, it is unlikely that any consideration would be given unless the residents of the townships concerned expressed a strong desire for such action.
3. There is always the possibility that the Town of Englehart could become involved with planning control, particularly with respect to Marter Township.
4. Any suggestions for desirable forms of organization in the unorganized townships, should come from the residents of the townships themselves.

#### C. BLACK RIVER - MATHESON

As previously noted in this section, Black River-Matheson has expressed interest in the annexation of the

southern half of Benoit Township. In their reply to our general request for input, it was noted that no application would be made for annexation unless this was agreeable to the majority in the affected area.<sup>(40)</sup> No other additional comments were provided.

#### 4.6 PROVINCIAL CONCERNS

In the letter of commission from the Parliamentary Assistant to the Treasurer,<sup>(1)</sup> which established the SCC, it was stated that the Ministry would inform the Committee of its specific concerns with local government in this area. Having received no such input during the first 2 months of our operations, we requested, on February 20, that the Treasurer clearly outline for our consideration, the specific concerns of the government in our particular area. Although the reply made no reference to specific situations in the study area, it did assert the government's firm belief in the "overwhelming" value of the local level of government. Additionally, the Treasurer stated that the government would be willing to introduce an adaptation of presently available municipal organization under two conditions: (1) it would better serve the objectives of obtaining for local people, the local services they want, in a way which is fair, economical and democratically accountable, and which merits generous support from provincial taxpayers but not direct administration by the Provincial Government, and (2) it would not be a form of government generally available to other areas, but would be in legislation concerning the particular area where it had arisen through a local study.

The SCC has also studied a variety of government reports which bear on the present policy concerning local municipal

government. Chief among these sources are the following:

1. Report of the Planning Act Review Committee  
Ministry of Housing, April, 1977
2. Proposals for Improving Opportunities for  
Local Government Services in Northern Ontario  
Ministry of Treasury, Economics and  
Intergovernmental Affairs  
November, 1976
3. District of Parry Sound Local Government  
Study: Final Report and Recommendations  
Ministry of Treasury, Economics and  
Intergovernmental Affairs  
August, 1976
4. Design for Development, Northeastern Ontario  
Regional Strategy  
Ministry of Treasury, Economics and  
Intergovernmental Affairs  
March, 1976

Perhaps the most lucid statement of government criteria for the evaluation of local government alternatives, was contained in the initial letter from the Parliamentary Assistant, to the members of the original study committee.<sup>(41)</sup> A list of five criteria was set forth for evaluating any proposed local government structure:

- "1. Does it provide an effective vehicle for  
doing what needs to be done and for  
deciding the order of priority?
2. Is it fair to all parties in the way benefits  
are paid for?
3. Is it an economical way of doing things?
4. Does it provide for representative input to  
decisions by those who stand to be affected?



5. Does it permit Provincial involvement to be decreased and local authority and initiative increased in matters of local importance?"

The above considerations, as well as others contained in the various sources of provincial statements concerning local government, are treated in detail in the remaining section of this report, as they affect specific conditions and possibilities in the study area. In general, it seems to our Committee, that the fundamental direction of current provincial government policy, is towards the development of larger, more centralized and consolidated municipal structures. To the best of our knowledge, all recent changes in municipal government in the North (Timmins, Sudbury, North Bay, Black River-Matheson, Lakehead, etc) have resulted in geographically larger and administratively more centralized municipal organizations, with the concomitant disappearance of unorganized territory.

#### 4.7 MISCELLANEOUS CONTRIBUTIONS TO THE STUDY

The SCC has occasionally received correspondence from concerned land-owners. Such letters have mainly expressed opposition to annexation, and we believe this view is adequately represented in the report. One such letter was a formal protest against annexation made by the Bayly/Marter Road Commission and Wendigo Lakes Association; it is included in Appendix A.

A continuing source of stimulation and information has been provided by the East branch of the Unorganized Communities Association of Northern Ontario (UCANO East). The SCC met with the Director of UCANO East on February 11, and

we have since maintained continual contact. Of particular value has been the experience of this organization with Bill 102 (previously withdrawn from the legislature), which proposed a simplified municipal structure for isolated communities, e.g. Gowganda, as opposed to unorganized areas near existing municipalities, we have studied both the original briefs submitted by UCANO, as well as the government response, and relevant issues will be discussed subsequently in this report as they bear on specific proposals for our area.

## CHAPTER V

# SOCIAL AND ECONOMIC RELATIONSHIPS

### 5.1 SIGNIFICANCE OF SOCIAL IDENTITY AND ECONOMIC INDEPENDENCE

The questions of social identity and economic independence bear heavily on any consideration of local government structures. For a local government structure to be effective, the people which it serves must exhibit a certain degree of cohesiveness which, ultimately, must drive from some common sense of identity. In addition, to be viable, a local government must not attempt to do the impossible; it must be able to afford the level of services for which it was created, without absorbing an inordinate amount of Provincial subsidy or requiring a tax base which is beyond the capability of the average citizen.

Although the above are generalities with which few would disagree, they are nonetheless fundamentally important.



The difficulties in agreement appear when attempts are made to decide if sufficient sense of identity and economic independence exist in any given area. Frequently, these decisions are strongly influenced by specious arguments based more on preconception than on reality. In order to minimize this possibility, the SCC, to the best of its ability given the short time of its existence, has gathered as much data as possible, to provide a base for the rational determination of these questions.

The history of any given area is of fundamental importance to the sense of social identity existing within that area. The historical description contained in Section 2 of this report, has demonstrated that various areas within the townships have their own unique and identifiable development patterns, which are quite separate and distinguishable from those of Kirkland Lake.

Our Committee realizes, however, that the historical context provides only a partial answer to the question of social identity, for it is possible that more recent changes have unified the social fabric within the entire area. We have, therefore, made a considerable effort to assess the degree of social identity that currently exists in the study area. To this end, we have collected and organized relevant data that would allow comparisons to be made, between the unorganized areas and neighboring municipalities, especially Kirkland Lake, and also between various localities within the unorganized townships. Such data include populations, growth rates and dwelling construction rates, age distribution within current populations, length of residence, language patterns and data relating to the possible affects caused by non-resident land ownership. These data are summarized and discussed in the sub-sections to follow.

With regard to economic factors, the SCC has concentrated, in this section, on evaluating the economic relationship between the townships and the Town of Kirkland Lake. Obviously, there are close economic relationships that exist between the unorganized areas and the Town of Kirkland Lake, since this is the largest single centre of population within about a hundred miles, at least in the Province of Ontario. In addition, as the mining sector of the economy has weakened over the years, the Town has made a conscious effort to extend services to outlying areas, in an attempt to diversify its economy by acquiring the role of a service centre. Within this framework, there are a number of basic questions which must be answered to assess the degree of economic independence:

1. To what extent is the township work force linked to employment in Kirkland Lake?
2. To what extent do the townships derive benefit from services provided by the Town and supported by the municipal tax-payer?
3. To what extent do township residents provide economic benefit to the Town?

In our attempts to answer these questions, we have analyzed data relating to place of employment and place of residence, cost of services derived from Kirkland Lake, and township consumer patterns and their impact on the Kirkland Lake economy.

The other basic economic relationship - that existing between the Provincial Government and the unorganized townships - is discussed in the next main section of this report, which contains a quantitative analysis of the costs of the various local government possibilities, including the possibility of

maintaining the current unorganized status.

Finally, it must be most strongly emphasized that the data and discussion to follow can only be properly understood, by keeping the general Northern Ontario context constantly in mind. The rules of Southern Ontario do not apply. The entire history of this region, beyond the fur trade, dates back for only 75 years, as described in Section 2. A 40 year old pattern of social behaviour, which may be considered as merely a modern trend in the older South, assumes the form of a stabilizing tradition in the much younger North. The necessity for applying the Northern Ontario context is even more important when evaluating economic factors. It must be realized that the Northern economy is characteristically monolithic. Almost all populated areas in the North owe their economic life to resource depletion industries. Almost all towns are single-industry towns, with the only differences being the degree to which capital investment by the single industry has resulted in economic spin-off and diversification. A most cogent example of this condition is the recent announcement of large lay-offs by the International Nickel Company in Sudbury; the largest population centre in the North is now faced with possible economic disaster due to the action of a single company. Within this climate, it is obvious that economic independence can only be discussed in very limited and relative terms.

## 5.2 POPULATION GROWTH

Population data, for those townships where it is not insignificant, are shown in Table 11. Table 12 provides similar population data for neighboring municipalities. It can be seen that in both tables populations are listed for the years, 1971 and 1976, as obtained from assessment



TABLE 11 - TOWNSHIP POPULATIONS, DENSITY AND 5 YEAR GROWTH RATE  
(ASSESSMENT REPORTS)

TOWNSHIP	POPULATIONS		1976 POP. DENSITY (PEOPLE SQ. MILE)	5 YEAR GROWTH RATE
	1971	1976		
BENOIT	53	41	1.14	- 22.6%
MAISONVILLE	94	88	2.44	- 6.38%
GRENFELL	123	140	3.89	+ 13.82%
EBY	52	55	1.53	+ 5.77%
OTTO +	387	338	9.39	- 12.66%
MARQUIS +	145	161	4.47	+ 11.03%
BOSTON +	17	29	0.81	+ 70.59
PACAUD +	141	131	3.64	- 7.09
LEBEL +	402	441	12.3	+ 9.70
MARTER +	--	108	3.0	--
TOTAL OR AVERAGE	1414	1424 *	4.26	+ 0.71%
AVERAGE UNRESTRICTED	322	324	----	+ 0.62%
AVERAGE RESTRICTED	1092	1100	----	+ 0.73%

\* EXCLUDING MARTER TWP.

+ RESTRICTED TOWNSHIPS

TABLE 12 - MUNICIPALITIES: POPULATIONS AND 5 YEAR GROWTH RATE

MUNICIPALITY	POPULATIONS		5 YEAR GROWTH RATE
	1971	1976	
KIRKLAND LAKE	14689	13293	- 9.50%
BLACK RIVER - MATHESON	3947	3668	- 7.07%
ENGLEHART	1693	1728	+ 2.07%
LARDER LAKE	1514	1251	- 18.82%
EVANTUREL	639	612	- 4.23%
CHAMBERLAIN	362	389	+ 7.46%
GAUTHIER	203	176	- 13.39%
TOTAL OR AVERAGE	23047	21117	- 8.37%

reports. On this basis, the five-year growth was calculated as a percentage of the 1971 population, for both townships and municipalities. Additionally, for the townships, the population density was calculated using a township area of 36 square miles. It should be noted that 1971 and 1976 were the only years for which we obtained consistent data for both municipalities and townships.

The current population of the townships and towns have already been discussed in Section 2. It should be recalled that there is a wide range of settlement pattern, with most of the Lebel's population concentrated in the small community of King Kirkland, as contrasted to the Otto-Marquis area where settlement is quite dispersed although the population is significant. The population densities are, of course, very low, with a maximum of about 9 to a minimum below 1 person per square mile, on a township average.

The population in the townships over the five year period has been essentially stable, with a slight positive growth of about 0.7%. This contrasts sharply with the data shown for the municipalities in Table 2, where the average growth for all municipalities has been negative at about 8%. In particular, the Town of Kirkland Lake, has shown a population decline at an average yearly rate of almost 2% per year. It should be noted that the Town of Englehart and Organized Township of Chamberlain, constitute exceptions to this trend; these are the only two municipalities to show a positive growth rate. Also, most of the 13.3% decline in the population of the Improvement District of Gauthier occurred in 1972 with the closing of Upper Canada Mine; since that time the population has been relatively stable, fluctuating between 173 in 1972 and 190 in 1974. The average negative growth of the municipalities also contrasts with the growth pattern of the Timiskaming District, which showed only a



very slight decline of less than 1% over the period 1971-1976.<sup>(42)</sup>

When examining the data for the individual townships shown in Table 11, it should be realized that the growth rates shown for Benoit and Boston Townships are not too meaningful in view of their very low population; different decisions by only a few families would alter the figures significantly.

Despite the above limitation, a number of relevant observations can be made. It can be seen that there is no discernable pattern in the township growth figures. This is significant for two reasons. First, proximity to the population centre of Kirkland Lake seems to have no bearing on growth; while the bordering township of Lebel increased in population, that of the other bordering township, Otto, declined. In addition, both Grenfell and Marquis, farther away from Kirkland Lake than either Otto or Lebel, have shown significantly higher growth rates than the townships close to Kirkland Lake. Secondly, the previously discussed restrictions under the Public Lands and Planning Acts, have had no noticeable effect on growth. The average values for the restricted and the unrestricted townships are shown at the bottom of the Table. Both groups show a slight positive growth rate, which is essentially identical.

In connection with growth in the restricted townships, we have also obtained records of the development permits issued for dwelling construction in the restricted townships, by the MNR, in their capacity of administering the Section 17 restrictions. These data are shown in Table 13. Note that the permits listed in the Table were issued, not only for new permanent residences, but also for seasonal dwellings (cottages) and certain additions to existing buildings. On the average, MNR issued 15 permits per year, or 3 permits per township per year, for the previous 10 year period.

TABLE 13 - MNR DEVELOPMENT PERMITS FOR  
DWELLING CONSTRUCTION \*

YEAR	LEBEL	MARQUIS	MARTER	OTTO	PACAUD
1967	2	1	0	3	0
1968	3	0	2	2	0
1969	2	0	7	5	2
1970	2	3	4	6	5
1971	4	6	2	8	0
1972	6	0	1	6	2
1973	3	2	6	6	4
1974	4	1	0	9	4
1975	2	7	2	7	1
1976	2	0	2	6	1
AVERAGE PER YEAR	3.0	2.0	2.6	5.8	1.9

\* NOTE: PERMITS INCLUDE THOSE ISSUED FOR NEW  
PERMANENT RESIDENCES, COTTAGES  
AND CERTAIN ADDITIONS TO EXISTING DWELLINGS

Other than this, however, there are few conclusions that can be reliably drawn from this Table. For example, it would seem, from the number of permits issued, that Otto Township has had the most building activity, yet it is this township which has shown the largest decline in population among the restricted townships.

According to the above discussion, the data from Tables 11 and 12 can be summarized by the following conclusions.

1. The contrast in growth rate between the unorganized townships and the municipalities, particularly Kirkland Lake, tends to indicate that distinctly different social and economic factors are operative in these two areas.
2. Relative proximity to Kirkland Lake seems to have little bearing on township population growth, at least since 1971.
3. The restrictions imposed by the Province under the Public Lands Act and the Planning Act have either been unnecessary or ineffectual or both, since there is no demonstrable distinction in growth rates of the restricted townships compared to the unrestricted townships.

### 5.3 POPULATION STRUCTURE AND STABILITY

While the above discussion concentrated on the implications of change in the over-all populations of the townships, the discussion below focuses on the structure of the population, and the stability or transience of its residence patterns. We have examined structure by analyzing population distribution by age group and native language, while the factor of stability has been assessed through an evaluation



of data relating to length of residence.

Tables 14 and 15 show the population by age group for the townships and municipalities respectively. For comparison, at the bottom of each Table are listed the distributions for Ontario and the District of Timiskaming. The age groupings are significant: 0-4 represents infants and pre-school age children; 5-19 represents the number of children in school; 20-65 represents the number of working age adults; 66+ represents the number of people beyond the working age. Roughly, the group from 20-65 represents the economically productive segment of the population, while the remainder represents the proportion of dependents.

The effect of the Northern Ontario context is clearly seen by comparing the data for Timiskaming to the Ontario averages. In general, Timiskaming has a significantly higher dependency ratio compared to the Ontario average; 48.5% dependents compared to 44.1%. Also, there is a higher proportion of older dependents (66+ group) than the Ontario average.

The data for the individual townships listed in Table 14 show a considerable variation in age distribution pattern. (Once again, the data for Benoit and Boston townships must be accepted with reservations due to the smallness of the population). It can be seen that Pacaud Township has the lowest dependency ratio, 39%, while Maisonsville has the highest, 58%. Grenfell Township has the highest proportion of people of retirement age, 31% while Lebel has the lowest, 9% (excluding Benoit and Boston). Note also that Grenfell has the lowest total proportion in the age groups less than 20; this combined figure is 24%, compared to a township average of 34%. Thus, the population

TABLE 14 - TOWNSHIP POPULATION BY AGE GROUP  
(1976 ASSESSMENT REPORT)

TOWNSHIP	AGE GROUP				TOTAL
	0-4	5-19	20-65	66+	
BENOIT	0 (0%)	10 (24%)	18 (44%)	13(32%)	41 (100%)
MAISONVILLE	5 (6%)	24 (27%)	37 (42%)	22(25%)	88
GRENFELL	9 (7%)	24 (17%)	63 (45%)	44(31%)	140
EBY	1 (2%)	13 (24%)	26 (47%)	15(27%)	55
OTTO	20 (5%)	118 (35%)	165 (49%)	35(11%)	338
MARQUIS	9 (6%)	44 (27%)	87 (54%)	21(13%)	161
BOSTON	4 (14%)	6 (20%)	17 (59%)	2(7%)	29
PACAUD *	7 (6%)	22 (18%)	73 (61%)	18(15%)	120
LEBEL	28 (6%)	145 (33%)	230 (52%)	38(9%)	441
TOTALS	83 (5%)	406 (29%)	716 (51%)	208(15%)	1414 (100%)

\* THIS DATA INCONSISTENT WITH OTHER 1976 POPULATION DATA

ONTARIO AVERAGE	7.7%	27.8%	55.9%	8.6%	100%
TIMISKAMING AVERAGE	7.2%	31.4%	51.5%	9.9%	100%
AVERAGE E-N-G-E	4.6%	21.9%	44.4%	29.1%	100%
AVERAGE ROUND LAKE GROUP	6.2	29.3%	52.7%	11.7%	100%

TABLE 15 - MUNICIPALITY POPULATIONS BY AGE GROUP  
(1976 ASSESSMENT REPORTS)

MUNICIPALITY	AGE GROUP				TOTAL
	0-4	5-19	20-65	66+	
KIRKLAND LAKE	734 (6%)	3655(27%)	7184(54%)	1720(13%)	13293(100%)
BLACK RIVER- MATHESON	261 (7%)	1266(35%)	1807(49%)	334(9%)	3668
ENGLEHART	118 (7%)	477(28%)	888(51%)	245(14%)	1728
LARDER LAKE	65 (6%)	377(30%)	654(52%)	155(12%)	1251
EVANTURAL	39 (6%)	218(36%)	312(51%)	43(7%)	612
CHAMBERLAIN	26 (7%)	114(29%)	209(54%)	40(10%)	389
GAUTHIER	9 (5%)	54(31%)	102(58%)	11(6%)	176
TOTALS	1252 (6%)	6161(29%)	11,156(53%)	2548(12%)	21117

ONTARIO AVERAGE	7.7%	27.8%	55.9%	8.6%	100%
TIMISKAMING AVERAGE	7.2%	31.4%	51.5%	9.9%	100%



of Grenfell is significantly older than Otto or Lebel.

The average values for the townships show a dependency ratio that is approximately equal to the Timiskaming average: 49% compared to 48.8%. However, the townships show a higher proportion in the retired age, with a corresponding reduction in the young, so that it would be concluded that the townships have, on the average, an older population than Timiskaming. On the other hand, it is probably more meaningful to examine patterns for township groups, rather than the average of the aggregate, due to the diversity of distribution patterns.

At the bottom of Table 14 are listed the average values for townships to the North of Kirkland Lake, Benoit, Maisonneville, Grenfell, Eby(B-M-G-E), and averages for those to the South (Otto, Marquis, Boston, Pacaud (Round Lake Group)). The differences in the results are striking. The B-M-G-E group shows a proportion of the aged of almost 30%, compared to about 12% for the Round Lake group. While this latter group shows a dependency ratio of only 47.2%, less than the Timiskaming average, the dependency ratio of the B-M-G-E group is 55.6%, considerably higher than the Timiskaming average. Finally, it should be noted that Lebel Township, with roughly a third of the total township population, has an age distribution which approximately matches that of Timiskaming.

Once again, the data for the municipalities listed in Table 15, show a pattern which is, in the aggregate, significantly different than that of the townships. The average dependency ratio of 47%(46% for Kirkland Lake) is significantly less than either that of the townships of the Timiskaming average. Also, the proportion of the aged is

correspondingly lower. The relatively low value of the dependency ratio is, perhaps, not too surprising, in view of the labour-intensive nature of the mining industry, on which most of the municipal economy is based. Thus, Black River-Matheson, which has a significant sector of rural-based economy, has the highest dependency ratio, 51%.

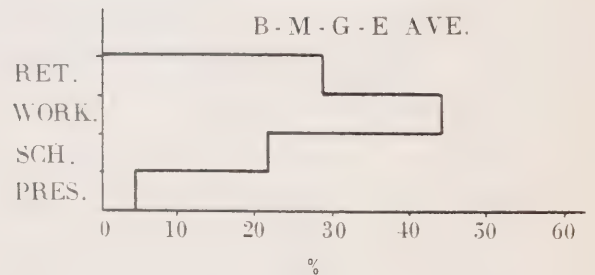
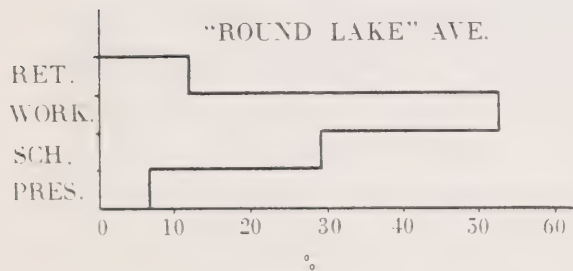
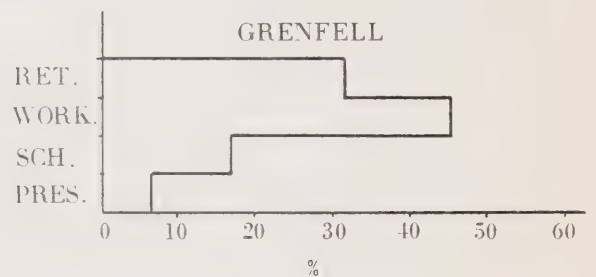
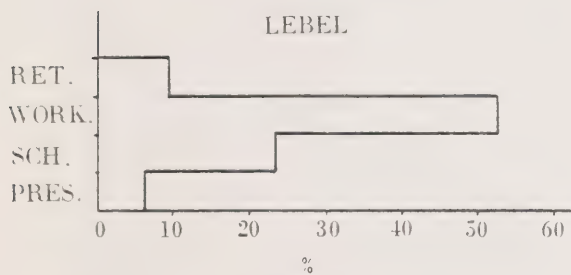
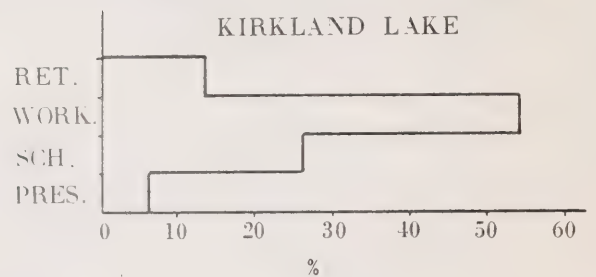
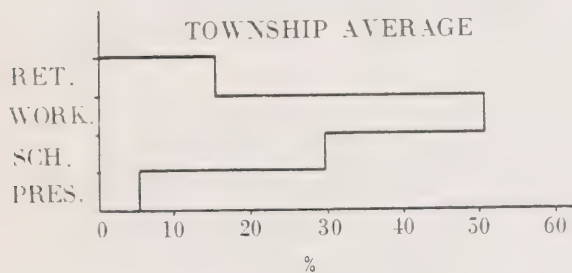
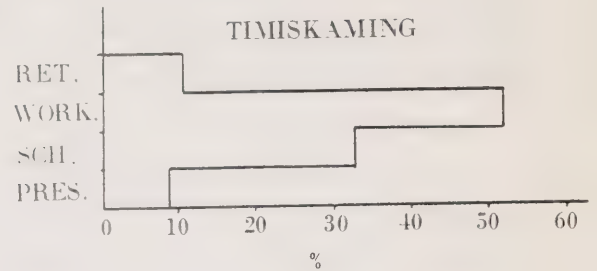
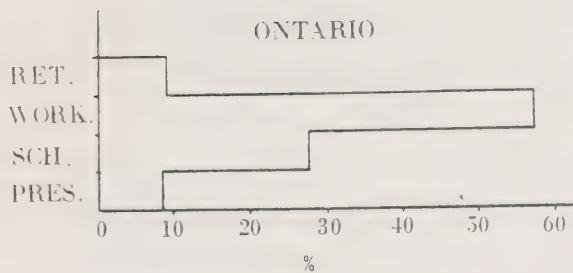
The age distribution relationships discussed above are summarized in Fig. 18, which shows eight selected population profiles. Although dependency ratios are not shown directly, they are easily estimated by subtracting the work-age proportion from 100%.

No published data were available for the townships relating to language patterns and population stability. These factors have been assessed by analyzing data obtained from the telephone survey of township residents previously discussed.

Table 16 shows the results of the questionnaire regarding native language in the townships. For each township, the proportions with native languages of English or non-English were determined. The non-English classification was further categorized by Scandanavian, French or other (German, Italian, etc.). Results for Benoit and Boston townships are not included due to the very few replies that were obtained. It should be noted that the figures given are determined by native, or first, language (mother tongue), and not by ethnic origin. For example, a significant number of those surveyed in some townships were Scandanavian in ethnic background, but their first language was English.

The results of Table 16 show significant differences between the various townships. Aside from Marter Township,

FIGURE 18 — SELECTED POPULATION PROFILES



AGE GROUPS:

RET. 66 +  
 WORK 20 - 65  
 SCH. 5 - 19  
 PRES. 0 - 4



TABLE 16 - NATIVE LANGUAGES IN THE TOWNSHIPS  
( TELEPHONE SURVEY )

TOWNSHIP	NUMB SURV.	NATIVE LANGUAGE				NON-ENG. RELATIVE RATIO		
		ENG.	SCAN.	FRENCH	OTHER	SCAN.	FRENCH	OTHER
LEBEL	91	87%	0	10%	3%	0	75%	25%
MAISONVILLE	23	57%	13%	13%	17%	30%	30%	40%
GRENFELL	37	62%	8%	24%	6%	21%	64%	15%
EBY	14	29%	43%	21%	7%	60%	30%	10%
MARTER	14	100%	--	--	--	--	--	--
PACAUD	29	76%	4%	10%	10%	14%	43%	43%
MARQUIS	37	76%	21%	3%	0	89%	11%	0
OTTO	61	62%	20%	15%	3%	52%	39%	9%

Ontario Averages<sup>(2)</sup>:

English.....77.5%  
 French..... 6.2%  
 Scan. (Finnish, Swedish, Norwegian)..... 0.43%

where only 14 people were surveyed, Lebel Township has the highest proportion of people with English as a native language, and its ratio of 87% is appreciably higher than the provincial average of 76%. Marquis and Pacaud have an English native language ratio equal to the provincial average, while the remaining townships show various proportions which are significantly lower. It should be noted that in Eby Township, with the lowest English language ratio of 29%, only 14 people were contacted in the survey.

For the fraction of the population with a non-English native language, all townships but Lebel show a proportion with a Scandanavian native (Finnish, Norwegian, Swedish) which is considerably higher than the provincial average, thus demonstrating the effects of this influence on the original settlement in the area, as discussed in the history of Chapter 2. Lebel is again the exception, where 3/4 of the non-English group, or 10% of the population, have French or a native language, and none of those surveyed were in the Scandanavian group. As a proportion of the population, the ratio of the Scandanavian group, excluding Lebel, ranges from a high of 43% for Eby, to a low of 4% for Pacaud. Marquis, Otto and Eby show a proportion of the population with a Scandanavian mother tongue, which is 40 to 80 times higher than the provincial average. All townships except Marquis show a proportion with French native language, which is higher than the provincial average. This latter condition is to be expected in the District of Timiskaming.

Population stability was determined by evaluating data from the telephone survey, pertaining to length of residence in the townships. The results are summarized in Table 17 and Figure 19.

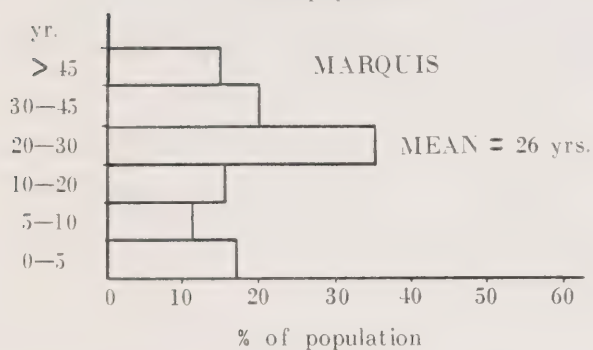
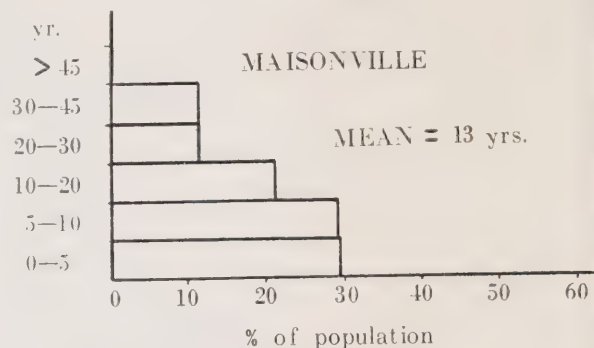
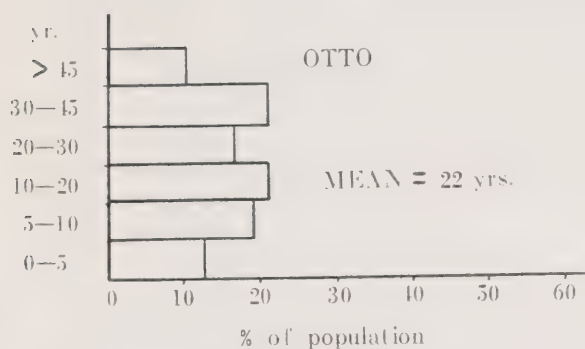
TABLE 17 - LENGTH OF RESIDENCE PER TOWNSHIP  
(TELEPHONE SURVEY)

TOWNSHIP	TOTAL RESP.	MINIMUM YEARS OF RESIDENCE -- % OF TOTAL				
		5 YRS.	10 YRS.	20 YRS.	30 YRS.	45 YRS
LEBEL	88	90%	75%	48%	34%	--
MAISONVILLE	18	72%	44%	22%	11%	--
GRENFELL	37	48%	32%	24%	11%	3%
EBY	13	77%	46%	38%	23%	8%
MARTER	15	87%	73%	53%	47%	. 40%
PACAUD	25	84%	64%	56%	20%	12%
MARQUIS	36	83%	72%	58%	33%	14%
OTTO	53	87%	68%	47%	30%	9%

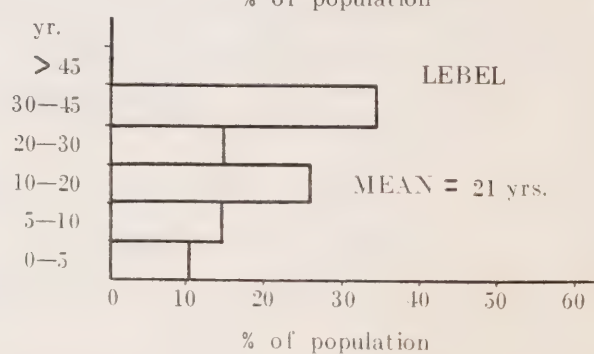
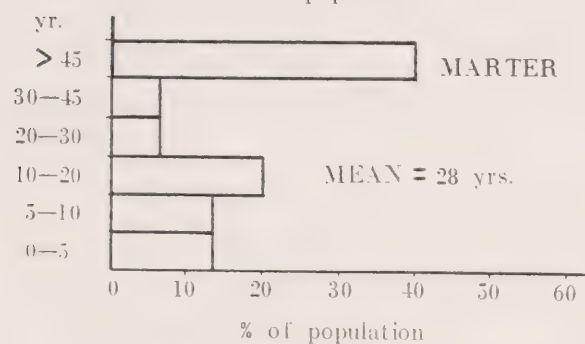
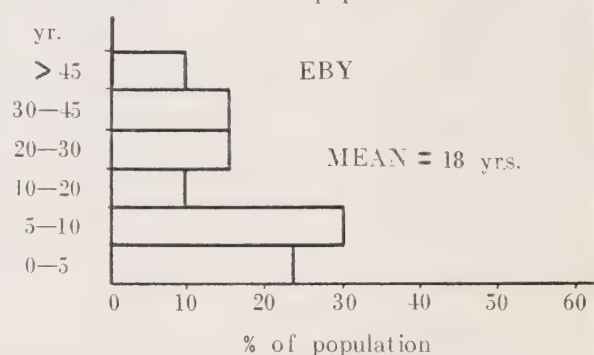
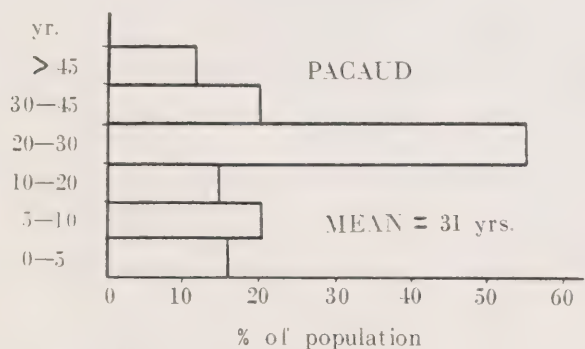
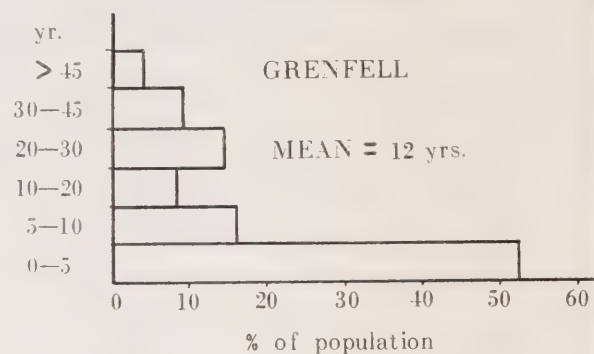


FIGURE 12— TOWNSHIP RESIDENCE PROFILES: PROPORTION OF POPULATION  
RESIDING IN TOWNSHIPS FOR VARIOUS DURATIONS (Tel. Survey)

DURATION OF RESIDENCE



DURATION OF RESIDENCE



AVERAGE OF MEAN RESIDENCE DURATIONS EQUAL 21 YEARS

Table 17 presents the residence pattern by tabulating the percentage of the population (based on surveyed sample) that have maintained their township residence for various lengths of time. For example, 90% of the population of Lebel township has lived there for at least 5 years; 48% have lived there for at least 20 years, etc. The data in Table 17 show, on the average, a high degree of population stability, with a correspondingly low level of recent in-migration. In five of the eight townships (Lebel, Marter, Pacaud, Marquis, Otto), about half of the sampled population have lived there for at least 20 years, with an appreciable fraction, 30% or more with the exception of Pacaud, who have maintained their township residence for 30 years or more. Only for Grenfell, and to a lesser extent Maisonville and Eby, does the data show a significant level of recent in-migration: only 48% in Grenfell Township have lived there for more than five years i.e., 52% of the sample have moved to the township within the past 5 years. It should be noted that Lebel Township shows the lowest rate of in-migration within the past 10 years.

A graphical presentation of the residence data is made in Figure 19, which shows the residence profiles for each of the townships. Each profile is constructed as a bar chart, which shows the percentage of the total sample residing in the townships for various durations. Thus, in Otto township, for example, it can be seen that 21% have lived there for 30 to 45 years, while about 13% have lived there for 0 to 5 years. Also, on each chart, is shown the mean duration of residence. This was calculated by assuming a random distribution within each duration period (the mean value for the period of greater than 45 years, was assumed to be 50 years).

The residence patterns discussed above are particularly

apparent in the profiles of Figure 19. No township has a mean residence time greater than 20 years. The lower average length of residence is apparent in Grenfell and Maisonville. However, although Maisonville has a mean residence duration only 1 year longer than Grenfell, there is considerable difference in the distribution. Thus, as many people have lived in Maisonville for 5-10 years, as have lived there for 0 to 5 years, whereas the ratio for these two groups in Grenfell differs by a factor of about 3 to 1. Recent in-migration, therefore, has been much more significant in Grenfell than in Maisonville. In this regard, it should be noted that the two townships closest to Kirkland Lake, Otto and Lebel, show the lowest rate of in-migration within the past 5 years.

Although there is a wide variety of statistical detail involved with the above analysis of age distributions, native language patterns and residence profiles, a number of features emerge, which are summarized below as conclusions. It should be noted that these conclusions tend to substantiate those derived in the previous subsection dealing with population growth.

1. Social structure, as determined by population age distributions, is different, on the average, in the townships compared to the municipalities in the study area. In the aggregate, the townships have a higher proportion of elderly (age 66+) and a higher dependency ratio.
2. Among the townships, there are 3 distinct regions as determined by population age distribution: (a) Northwest (Benoit, Maisonville, Grenfell, Eby), in which the elderly proportion is very high (30%), and



the total dependency ratio is comparatively high (56%); (b) South (Otto, Marquis, Boston, Pacaud), in which the elderly ratio is considerably lower (12%) and the total dependency ratio is lower (47%); (c) Lebel Township, with a yet lower proportion of elderly (9%), slightly higher dependency ratio (48%) and considerably higher proportion of children and youth (39% - age 0 to 19), which value is about equal to the average for the District, and much higher than the Town of Kirkland Lake.

3. Language patterns in the townships can be roughly categorized along the same geographic lines as the population age distributions. Lebel is unique, with 87% having English as a native language, which is considerably above the provincial average. All the remaining townships, except Pacaud, have a percentage of people with a Scandanavian native language, which is considerably higher than the Provincial average. Among the southern townships of Eby, Marquis and Otto, the Scandanavian language group constitutes the dominant mother-tongue, while in the more northerly townships of Grenfell and Maisonville, the Scandanavian language group is not nearly as prominent, being equalled or exceeded in prominence by French.
4. In the aggregate, the townships show a notable degree of population stability, with an average value of the mean residence time equal to 21 years. The southern townships of Otto, Marquis, and Pacaud

show a considerably higher average length of residence than the northern townships of Grenfell and Maisonville.

5. Grenfell Township has had a significant level of in-migration within the last five years (52% of the sample have lived in the township for less than 5 years). Since this township also has an exceptionally high proportion of elderly (31%), and unusually low proportion of children and youth (24%), this recent in-migration is most probably due to older people moving into their cottages as full-time residences. (It is to be noted that Grenfell and Maisonville include the cottage areas on Kenogami and Seseikinika Lakes).
6. There is no noticeable influence on population stability attributable to proximity to Kirkland Lake. To the contrary, almost 50% of the people in the nearest townships, Otto and Lebel, have lived there for more than 20 years. Furthermore, these townships show the lowest levels of in-migration within the last five years.

#### 5.4 EFFECTS OF NON-RESIDENT LAND OWNERSHIP

All of the data that has been described in the foregoing sections, has been concerned with the permanent residential populations of the townships, for it is this group which determines the permanent social structure of the area.

Nevertheless, there is an appreciable amount of cottage development and mining patents, which have a bearing on the social, political and economic complexion of the study area.

Table 18 gives a comparison of the number of seasonal residences (cottages) to the number of permanent residences. It can be seen that, on the average for all of the townships, almost half of the residences are seasonal. However, this figure is misleading since, as with other data, there are two distinctly different patterns which depend on geographic location. In the northern townships of Maisonville, Grenfell and Eby, the cottages outnumber the permanent residences by a factor of about 3 to 1, whereas in the southern townships of Otto, Marquis, Boston and Pacaud, the situation is exactly the reverse; there are three times as many permanent residences as there are cottages. This is to be expected, since the only significant cottage development in the southern townships occurs on Round Lake, which development is considerably less than that found on Lakes Kenogami and Sesequinika in the northern townships. It should be noted that Benoit Township, comprised mainly of the community of Bourkes, has no cottage development. Lebel Township, which includes the cottage development of Crystal and Jordon Lakes, has a ratio of permanent to seasonal dwellings about equal to that of the Round Lake group.

Non-resident ownership can have an obvious effect on the political process in the townships. Furthermore, this effect cannot be adequately assessed merely by comparing seasonal and permanent dwellings, since this would ignore the existence of privately owned, but undeveloped land. Table 19 evaluates the impact of non-resident ownership on the political process, by comparing the number of permanently resident electors to the number of non-resident electors.



TABLE 18 - COMPARISON OF SEASONAL AND PERMANENT  
RESIDENCES IN TOWNSHIPS  
(1975 ASSESSMENT REPORT)

TOWNSHIP	NUMB. PERM.	NUMB. SEAS.	TOTAL RES.	PERCENT PERM.	PERCENT SEAS.
BENOIT	29	0	29	100%	0%
+ MAISONVILLE	32	88	120	27%	73%
+ GRENFELL	52	194	246	21%	79%
+ EBY	33	51	84	39%	61%
* OTTO	121	51	172	70%	30%
* MARQUIS	70	35	105	67%	33%
* BOSTON	14	6	20	70%	30%
* PACAUD	64	0	64	100%	0%
LEBEL	136	39	175	78%	22%
+ M-G-E GROUP	117	333	450	26%	74%
* ROUND LAKE GROUP	269	92	361	75%	25%
ALL TOWNSHIPS	551	464	1015	54%	46%

TABLE 19- IMPACT OF NON-RESIDENT LANDOWNERS ON ELECTION  
PROCESSES IN TOWNSHIPS  
(1976)

TOWNSHIP	TOTAL ELECTORS <sup>1.</sup>	TOTAL ELECT. <sup>2.</sup> PERM. RES.	TOTAL ELECT. <sup>3.</sup> NON RES.	RATIO: NON-RES/PERM.
BENOIT	61	31	30	0.97
MAISONVILLE	203	59	144	2.44
GRENFELL	429	106	323	3.05
EBY	165	41	124	3.02
OTTO	346	203	143	0.70
MARQUIS	151	108	43	0.40
BOSTON	260	19	41	2.16
PACAUD	158	91	67	0.74
LEBEL	382	269	113	0.42
M-G-E GROUP	797	206	591	2.87
4. ROUND LAKE GROUP	655	402	253	0.63
ALL TOWNSHIPS	1955	927	1028	1.11

1. INCLUDES ALL LANDOWNERS OVER 18 YEARS OF AGE,  
IN DECEMBER, 1976.
2. DETERMINED FROM POPULATION AGE DISTRIBUTION DATA
3. DIFFERENCE OF 1. AND 2. ABOVE
4. EXCLUDED BOSTON TOWNSHIP

It should be noted that the number of permanently resident electors was calculated from the population by age group data previously presented, and the number of non-resident electors was determined by comparing this figure to the total number of electors in the townships as obtained from the election polls.

As expected, the data show that the electoral process in Maisonville, Grenfell and Eby Townships is dominated by the non-resident electors. It should also be noted that in Benoit Township the numbers of resident and non-resident electors are about equal, despite the fact that this township has no cottage development. (Butler Lake, in the north half of the Township, resides within the boundaries of the municipality of Black River-Matheson.) A similar situation exists in Boston Township, where the ratio of non-resident to permanent electors is greater than 2 to 1. This is due to the large amount of patented mining claims in this township. In the remainder of the townships, the permanently resident electors outnumber the non-resident electors by a factor of 1.6 to 1 in the Round Lake group, and by about 2.4 to 1 in Lebel township.

## 5.5 EMPLOYMENT AND THE WORK-FORCE

Table 20 lists the major employers in the Kirkland Lake area. It should be noted that the 14 employers listed in this table account for about half the work force in the area. (1971 Census Data lists the Kirkland Lake work force to be 4495.) Kerr-Addison Mines, in McGarry Township, with an employment of about 430, has been omitted, since it lies outside the study area and most of the employees reside in Virginiatown (McGarry Township) or Larder Lake. It can be



TABLE 20 - LARGER EMPLOYERS IN KIRKLAND LAKE AREA-1976\*

EMPLOYER	EMPLOYEES
ADAMS MINE (BOSTON TOWNSHIP)	385
KIRKLAND DISTRICT HOSPITAL	370
KIRKLAND LAKE BOARD OF EDUCATION	320
WILLROY MINES ( MACASSA)	290
MINISTRY OF NATURAL RESOURCES	200
TOWN OF KIRKLAND LAKE	125
SEPARATE SCHOOL BOARD	125
HEATH AND SHERWOOD DRILLING	125
CHATEAU NURSING HOME	100
NORTHERN COLLEGE	85
KOSMACK AND PRICE	75
TECK NORTHERN ROADS	55
TECK PIONEER RESIDENCE	55
WESTON BAKERIES	50
TOTAL	2360

\* DATA OBTAINED FROM L.R. JONES, DEAN, NORTHERN COLLEGE,  
KIRKLAND LAKE CAMPUS

seen that the major employer in the area is Adams Mine, located in Boston Township. The monolithic nature of the local economy is quite evident from the table. Only 3 of the 10 largest employers represent private industry, and these three are associated exclusively with the mining industry. The remaining 7 of the 10 largest employers are associated with governmental or social services; they are, therefore, either totally supported or heavily subsidized by the Provincial Government. Furthermore, it is noteworthy that the sixth largest employer in the area is the Town of Kirkland Lake itself, and that employment by the Town, or by Teck Pioneer Residence, is restricted to residents of Kirkland Lake only (By-law 73-76).

The relationship between place of employment and place of residence has been evaluated by considering a variety of data obtained from a number of sources. Data obtained from the 1971 Census are summarized in Tables 21 and 22. (Similar data from the 1976 Census had not yet been received at this writing.)

Table 21 shows a breakdown of the work force in the Town of Kirkland Lake, i.e., workers living within the Town, according to place of employment. It can be seen that almost all workers living in Kirkland Lake, also work there. This is significant, since it is frequently assumed that employment outside the Town boundaries, in mining (Adams Mine) or the wood products industry (Kokotow Lumber in Eby Township), accounts for a large fraction of the Town work force. However, it can be seen that, in 1971, only 14% were employed outside the Town, and only about 5% in the unorganized area. While more recent data would undoubtedly produce somewhat different numbers, the general nature of this employment-residence relationship would remain

TABLE 21 - ANALYSIS OF KIRKLAND LAKE WORK FORCE  
BY PLACE OF EMPLOYMENT  
(DATA FROM 1971 CENSUS)

TOTAL WORK FORCE = 4495  
OF KIRKLAND LAKE

<u>PLACE OF EMPLOYMENT</u>	<u>NUMBER</u>	<u>% OF TOTAL</u>
KIRKLAND LAKE	3880	86.32%
BLACK RIVER-MATHESON	65	1.45%
TRI-TOWNS	45	1.00%
GAUTHIER	175	3.89%
TIMMINS	30	0.67%
LARDER LAKE	10	0.22%
McGARRY	50	1.11%
UNORGANIZED TOWNSHIPS	240	5.34%
	<hr/> 4495	<hr/> 100.00%



TABLE 22 - ANALYSIS OF KIRKLAND LAKE EMPLOYMENT  
BY PLACE OF RESIDENCE  
(DATA FROM 1971 CENSUS)

TOTAL WORKING = 4140  
IN KIRKLAND LAKE

<u>PLACE OF RESIDENCE</u>	<u>NUMBER</u>	<u>% OF TOTAL</u>
KIRKLAND LAKE	3880	93.72%
LARDER LAKE	20	0.48%
GAUTHIER	10	0.24%
ENGLEHART	10	0.24%
TRI-TOWNS	15	0.36%
ORGANIZED TOWNSHIP <sup>1</sup>	35	0.85%
UNORGANIZED TOWNSHIP	170	4.11%
	<hr/> 4140	<hr/> 100.00%

$$\text{POPULATION RATIO } \left( \frac{\text{UNORGANIZED}}{\text{KIRKLAND LAKE}} \right) : \frac{1532}{13293}^{(2)} = 11.5\%$$

- NOTES:
1. Organized Townships include Chamberlain, Dack, Evanturel, McGarry.
  2. From Table 1, including Marter. Actual ratio would be somewhat higher, since some townships with very small populations (McElroy, Catherine) have been excluded.

unaltered. Thus, the most recent data available shows the early-1977 employment level at Adams Mine to be 406, of which about 300 reside in Kirkland Lake (see Table 25 later in this section). If it is assumed that the Kirkland Lake work force has declined at the same rate as its population, which is about 10% since 1971 according to the previous section on population growth, the current town work force would be about 4050. In this case, the fraction of the current Kirkland Lake work force employed at Adams Mine is about 7%. This would also be a good approximation for the fraction employed in the total unorganized area, since Kokotow Lumber and Timiskaming Woods Products are both currently closed.

In contrast to the data discussed above, Table 22 gives a breakdown of employment within the Town of Kirkland, according to place of residence. It is apparent that most of the jobs in Kirkland Lake are filled by people who live in the Town. Only about 4% of the total employment within Kirkland Lake is attributable to people who reside in the unorganized townships. The significance of the figure is that it is much lower than the ratio of populations in the two areas. If the employment pattern in the townships and Kirkland Lake were the same, the amount of employment attributable to township residents, compared to that due to residents of the Town, would be approximately in the same ratio as the populations of the two areas. In fact, however, the employment ratio is about  $1/3$  the value of the population ratio, which indicates that only about  $1/3$  of the township work force finds employment in Kirkland Lake, a condition which demonstrates a distinctly different employment pattern in the townships.

The above discussion shows a significant degree of economic independence in the townships, with regard to

employment in Kirkland Lake. This is a fundamentally important conclusion relevant to the economic aspect of the unorganized area. It is verified by recent data from two independent sources.

In the summer of 1976, the Kirkland Lake Planning Department conducted an employment survey of 8 employers within the Town of Kirkland Lake. The results of this survey are presented in Table 23. The 911 employees contained in this survey represents about 20% to 25% of the total Kirkland Lake employment. It can be seen that there is a high degree of correlation between these results and the data of Table 22 obtained from the 1971 Census. Only about 4% of Town employment is attributable to residents of the unorganized townships, while about 92% is accounted for by Kirkland Lake residents. The 4% ratio, when compared to the population ratio, would again indicate that only about 1/3 of the township work force is employed in Kirkland Lake.

One of the most important reasons for the telephone survey conducted by the SCC, was to obtain an independent evaluation of the employment pattern in the unorganized townships. The results of this part of the survey are presented in Table 24, which tabulates work force of each township by place of employment. Average results for all 10 townships have been calculated, as well as averages for the two geographical groupings that were significant for social structure.

To the extent that the sample included in the survey is representative of the over-all employment pattern, it can be seen that, on the average, only 33%, or about 1/3, work in Kirkland Lake. This ratio agrees with the value extrapolated from the 1971 census data and the Kirkland Lake Planning Department employment survey. In addition, the data



TABLE 23 - SURVEY OF KIRKLAND LAKE EMPLOYERS ACCORDING TO PLACE OF RESIDENCE  
(CONDUCTED BY KIRKLAND LAKE PLANNING DEPARTMENT, 1976, AS PROVIDED BY W. E. WINEGARD)

EMPLOYER	PLACE OF RESIDENCE					TOTALS
	KIRKLAND LAKE	UNORGANIZED	(1) EAST ORGANIZED	BLACK R. MATHESON	OTHER	
WILLROY MINES (MACASSA)	275	4	10	0	1	290
K. L. DISTRICT HOSPITAL	339	13	16	1	1	370
NORTHERN COLLEGE	74	10	3	0	1	88
WESTON BAKERIES	47	0	0	1	0	48
HEATH AND SHERWOOD(1964) LTD.	56	0	3	1	3	62
VESTINGHOUSE	19	1	0	0	0	20
CANADIAN TIRE CORP.	10	4	1	0	1	16
HEATHWOOD ENGINEERING	14	1	2	0	0	17
TOTAL	834	33	35	2	7	911
PERCENT OF TOTAL	91.5%	3.6%	3.8%	0.3%	0.8%	100%

(1) INCLUDES DOBIE, LARDER LAKE, VIRGINIATOWN, KEARNS

TABLE 24 - PLACE OF EMPLOYMENT PER TOWNSHIP  
(TELEPHONE SURVEY)

TOWNSHIP	NUMBER SURVEYED	CLASSIFICATION BY PERCENT OF TOTAL SURVEYED			
		NOT EMPL.	MNR	KIRK. LAKE	OTHER
BENOIT	5	40% (2)	0 (0)	0 (0)	60% (3)
MAISONVILLE	25	12% (3)	4% (1)	36% (9)	48% (12)
GRENFELL	49	14% (7)	12% (6)	31% (15)	43% (21)
EBY	16	31% (5)	19% (3)	12% (2)	38% (6)
OTTO	66	18% (12)	5% (3)	41% (27)	36% (24)
MARQUIS	43	9% (4)	14% (6)	26% (11)	51% (22)
BOSTON	10	20% (2)	20% (2)	10% (1)	50% (5)
PACAUD	32	31% (10)	12% (4)	16% (5)	41% (13)
MARTER	21	19% (4)	0 (0)	0 (0)	81% (17)
LEBEL	113	7% (8)	6% (7)	50% (56)	37% (42)
B-X-G-E GROUP	95	18% (17)	11% (10)	27% (26)	44% (42)
ROUND LAKE GROUP	151	19% (28)	10% (15)	29% (44)	42% (64)
ALL TOWNSHIPS	380	15% (57)	9% (32)	33% (126)	43% (165)

of Table 24 show that, in the aspect of employment patterns, there are no significant differences between the Benoit-Maisonville-Grenfell-Eby group of townships, and the Round Lake Group comprised of Otto, Marquis, Boston and Pacaud. Indeed, both groups show a ratio of Kirkland Lake employment lower than the township average. Lebel, on the other hand, has about 50% employment in Kirkland Lake.

It should be noted from Table 24 that employment by the Ministry of Natural Resources is treated separately. This is due to the fact that some of the township residents employed at MNR, work at the MNR Nursery, located to the west of the study area, and about 20 miles from the Town of Kirkland Lake. Therefore, these employees do not contribute to employment within the Town. However, since our survey did not distinguish MNR employees at the Nursery, from others, this source of employment was treated separately. In any event, MNR employment amounts to only 9% of the total, and the general nature of the conclusions would not be materially effected.

The category listed as "OTHER" in the Table, includes self-employment (mostly in tourist related businesses, farming and other small enterprises), employment at Adams Mine, and employment with other employers throughout the area. Self-employment accounted for 65 individuals, while 30 people were employed by Adams Mine. The NOT EMPLOYED category included some who said they were retired.

One final aspect relating to employment, that was evaluated by the SCC, was the impact of Adams Mine on the entire area. Adams Mine occupies a unique position of importance, since it is the largest single employer in the region. Table 25 lists the 1977 employment at this mine, by place of residence. In order to determine the relative impact of Adams Mine employment on the economy of various



TABLE 25 - ANALYSIS OF ADAMS MINE EMPLOYMENT  
BY PLACE OF RESIDENCE  
(1977 EMPLOYMENT SURVEY DATA AS PROVIDED  
BY W. E. WINEGARD)

$$\text{IMPACT FACTOR} = \frac{\text{NUMBER OF EMPLOYEES}}{100 \text{ OF POPULATION}}$$

<u>PLACE OF RESIDENCE</u>	<u>NUMBER</u>	<u>IMPACT FACTOR</u>
KIRKLAND LAKE *	302	2.27
ENGLEHART	56	3.24
UNORGANIZED *	36	2.35
LARDER LAKE	2	0.16
DOBIE	1	0.57
ELACK RIVER-MATHESON	3	0.08
CHARLTON	5	---
NEW LISKEARD	1	---

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\* RAW DATA LISTED 41 EMPLOYEES FROM THE COMMUNITY OF SWASTIKA IN KIRKLAND LAKE. THE PERSONNEL MANAGER OF ADAMS MINE INFORMED THE SCC THAT THIS LISTING WAS FOR MAILING ADDRESS AND THUS INCLUDED MANY THAT ACTUALLY LIVED IN THE UNORGANIZED TOWNSHIPS. WE HAVE ASSUMED THAT 21 RESIDE IN KIRKLAND LAKE, AND 20 IN THE UNORGANIZED AREA.

localities, we have calculated an impact factor, defined as the number of mine employees from a given area, per 100 of population from that area. The results are noteworthy. It can be seen that the highest impact factor applies to the Town of Englehart, and that Kirkland Lake ranks third, behind both Englehart and the unorganized area, in terms of the relative importance of mine employment.

#### 5.6 THE EXCHANGE OF BENEFITS WITH KIRKLAND LAKE: COST AND VALUES OF MUNICIPAL SERVICES

The discussion to follow deals with some of the more contentious issues involved in the study. A frequent argument in favour of annexation states that township residents receive a considerable value for which they contribute nothing, in terms of benefits paid for by the Town taxpayer. On the other hand, the counter-argument claims that the value of any such benefits is negligible, but the Town resident benefits considerably from business brought to the Town by the resident of the unorganized area. Both arguments are frequently based more on emotional bias than on fact. Our Committee has sought to quantitatively evaluate both aspects of the economic interchange between the Town and the unorganized area, so that these questions can be more rationally resolved.

There can be no doubt that the resident of the unorganized area benefits, to some extent, from services that are financed, at least in part, by municipal taxes collected from residents of Kirkland Lake. It must be stressed, however, that many such benefits are extended, not only to township residents, but also to residents of Englehart, Timmins, North Bay, the Tri-Towns, etc; a certain amount of benefit is received by any individual

who enters the town and uses, or relies on the use of, its municipal facilities. Thus, all use the streets, the sidewalks, the traffic and street lighting, the police force. This type of ordinary municipal service, which is available to all who enter within the municipal boundaries on an equal basis, has been excluded from our analysis. It is provided by all municipalities, regardless of their structure, and it is concomitant with the municipal existence.

There are other services, however, which are available to residents of the Town and the immediate unorganized area, but which are not available to residents of localities removed from the region. An example of this type of service would include care for the aged (Teck Pioneer Residence).

Finally, there are types of services which produce some conceivable benefit to residents of a wide region, but such that township residents receive a greater portion of the benefit due to their proximity to the Town. An example of this type, is the expenditure made by the municipality to expand the local economy, viz., the Kirkland Lake Economic Development Commission. Certainly, were the Commission to cause a significant increase in employment and wages, township residents would benefit, and to a greater extent than residents of, say, the Tri-Towns or Englehart. It should be noted that benefits of this type are functions of distance from the Town.

The SCC has attempted to identify services of the latter two types discussed above, and to evaluate the resulting benefits to determine to what extent they represent a real cost to the municipal taxpayer. Wherever possible we have based our analysis on the actual conditions and dollar values for 1976.



Table 26 lists all of the services which have been considered, together with their funding agencies. Since this discussion deals with economic relations with Kirkland Lake, only the municipal contributions to services will be considered here. Services which are funded exclusively by the Province, and the Provincial contribution to the others, will be considered in the next chapter of this report, as they effect the cost of various local government alternatives.

The analysis to follow evaluates each item individually. The results are then summarized in terms of the actual costs incurred by Kirkland Lake taxpayers, on behalf of services provided to the unorganized townships. However, in order to understand the details of the analysis, a number of aspects of our approach must be considered.

It is most important to clearly distinguish between basic costs and incremental costs.<sup>(43)</sup> Consider a municipality that decides to establish a certain service, say fire protection, for its residents. To establish the required level of that service for its current population, requires a certain amount of capital expenditure at the outset (building, fire trucks, etc.) and a definite annual operating cost, which would be composed of salaries, maintenance costs on equipment and facilities, consumable supplies, etc., as well as the annual cost for retiring the debt incurred by the initial capital expenditure. If we know the annual operating cost and the population for which the service was established, we can calculate the per capita cost of providing the service to the base population. This is defined as the Basic Per Capita Cost (BPC).

Now suppose that, in the above case, a small hamlet outside the municipal boundaries, wishes to obtain, and pay for, fire protection from the municipality. How much

TABLE 26 - SERVICES CONSIDERED IN ANALYSIS  
OF ECONOMIC RELATIONSHIPS

SERVICE DESCRIPTION	FUNDING
TAX COLLECTION AND ELECTIONS	PROVINCIAL MUNICIPAL
ROADS	PROVINCIAL
FIRE PROTECTION	PROVINCIAL MUNICIPAL
CHILDREN'S AID	PROVINCIAL
TECK PIONEER RESIDENCE (AGED CARE)	PROVINCIAL MUNICIPAL
HEALTH CARE (HOSPITAL AND TIMISKAMING HEALTH UNITE)	PROVINCIAL MUNICIPAL
GENERAL WELFARE ASSISTANCE	PROVINCIAL
ONTARIO HOME RENEWAL PROGRAM	PROVINCIAL
LIBRARY (REGIONAL AND TECK CENTENNIAL)	PROVINCIAL MUNICIPAL
RECREATION (ARENA)	MUNICIPAL
KIRKLAND LAKE MUNICIPAL AIRPORT	MUNICIPAL
ECONOMIC DEVELOPMENT COMMISSION	MUNICIPAL
POLICE PROTECTION (OPP)	PROVINCIAL
WASTE DISPOSAL	PROVINCIAL
LAND USE CONTROL ADMINISTRATION	PROVINCIAL

should the municipality charge the hamlet i.e., how much does it cost to extend already existing facilities to the hamlet? This increased cost due to the extension of already existing facilities is called the incremental cost (or marginal cost), and this incremental cost, apportioned on a per capita basis to the population in the hamlet, is defined as the Incremental Per Capita Cost (IPC). The following relationships apply:

$$\begin{aligned} \left( \begin{array}{c} \text{Charge to} \\ \text{the hamlet} \end{array} \right) &= \left( \begin{array}{c} \text{cost to} \\ \text{the town} \end{array} \right) = \left( \begin{array}{c} \text{Incremental} \\ \text{Cost} \end{array} \right) \\ \\ \left( \begin{array}{c} \text{Total Cost} \\ \text{of Service} \end{array} \right) &= \left( \begin{array}{c} \text{Basic} \\ \text{Cost} \end{array} \right) + \left( \begin{array}{c} \text{Incremental} \\ \text{Cost} \end{array} \right) \\ &= \text{BPC} \left( \begin{array}{c} \text{Town} \\ \text{Population} \end{array} \right) + \text{IPC} \left( \begin{array}{c} \text{Hamlet} \\ \text{Population} \end{array} \right) \end{aligned}$$

If, in fact, the hamlet does not pay for the service, then the cost to the town, for extending the service, is the incremental cost, which is thus borne by the municipal taxpayer. It is precisely this incremental cost, which represents the true cost to the Kirkland Lake taxpayer, that we have attempted to calculate for each of the applicable services listed in Table 26.

In most cases, the Incremental Per Capita Cost will be a small fraction of the Basic Per Capita Cost, since the extension of services can be accomplished at minimum cost by using facilities and resources that already exist. In the fire protection example already cited, if the service calls to the hamlet were infrequent due to its small population, the extension of service could probably be accomplished using existing equipment and fire-fighting personnel. The incremental cost would consist mainly of increases in gasoline used by the trucks, increases in other consumables,



e.g., fire extinguishers, and small increases in maintenance cost due to the small increase in wear and tear.

It must be noted, however, that under some conditions, the Incremental Per Capita Cost can become quite high, so that it can sometimes equal or even exceed the Basic Per Capita Cost. These conditions occur when existing facilities and resources are already used to their maximum extent, so that an increase in use due to extension of service requires a fundamental change in the operation or quality of that service. Such conditions would occur in the fire protection example, if the additional service necessitated the purchase of additional fire trucks, or required that fire department personnel work significant extra hours of overtime with comparatively high increases in wage costs. However, such conditions are rare, particularly in a town such as Kirkland Lake, in which the population has been steadily declining.

The cost data used to evaluate the services in Table 26, consist of total cost of services as listed in the 1976 Kirkland Lake Budget Report. Incremental costs have been determined by estimating the relationship between the Basic Per Capita Cost and the Incremental Per Capita Cost, e.g.,  $IPC = 10\% \text{ of } BPC$ , depending on the type of service being analyzed. In all cases, we have tried to make conservative estimates, so that we can arrive at an upper limit to the cost of services.

Finally, as a preliminary, it should be noted that we are concerned here only with cost to Kirkland Lake taxpayers. To a good approximation, 50% of all municipal expenditures for any given service are subsidized by the Province.<sup>(44)</sup> Thus, the tax cost for any given service, is about 50% of the budgeted amount. We have used this approximation consistently throughout our analysis.

The first individual service cost calculation below is presented in considerable detail, as an example of the method. Much of the detail is omitted from subsequent calculations, but the assumptions are thoroughly discussed.

1. GENERAL GOVERNMENT EXPENSE:  
TAX COLLECTION AND ELECTIONS

Most of the general government expenses for holding elections or collecting taxes are borne by the Board of Education or the Province. Although school elections are administered by the municipality, their cost is recovered from the Board of Education, and therefore, their cost is paid for by the education tax which is applied to both townships and the Town. (Election cost was \$1200. in 1976.) The cost of collecting land taxes is obviously a provincial cost.

Although, in many instances, the education tax is collected directly from township residents by the Board of Education, there are some areas for which the Town collects the education tax on behalf of the Board. This condition occurs for School Section #1 (Otto-Boston), School Section #2 (Pacaud-Boston), School Section #3 (Pacaud-Marquis-Boston). The incremental cost of extending the tax collection services of the municipality, to the above township areas, constitutes a direct cost to the Kirkland Lake taxpayer.

The Kirkland Lake expenditure for collecting all taxes and water bills, was approximately \$20,000. in 1976.<sup>(44)</sup> The net cost is therefore \$10,000.

For every town residence, there was 6 mailings per year (4 water bills and two tax bills), whereas for every township property there is only one mailing per year. The number

of mailings required for each sector is therefore:

TOWN: 6(6152 properties) = 36,912 mailings

TOWNSHIPS: 1( 513 properties) = 513 mailings

It should be noted that the above number of properties in the given area is considerably greater than the permanent residences in the area, due to cottages and other properties owned by non-residents. We assume that 10% of the township properties owned by Kirkland Lake taxpayers. Therefore:

Number of mailings for Kirkland Lake residents = 36,963

Number of mailings for Township residents = 462

Regardless of the townships, the billing and mailing service must have been established to service the municipal residents. The cost of the service received by the township residents is thus the incremental cost of making 462 mailings in addition to the 36,912 that would be necessary, in any case, to service the municipality. The necessary procedures would have been established, and the necessary clerical help would have probably been hired. However, we have assumed a comparatively high value of the Incremental Per Capita Cost, equal to 70% of the Basic Per Capita Cost, to account for fixed mailing costs and for the conceivable possibility that some amount of additional part-time clerical help might have been necessary. Note that 70% is an estimate; the effects of different values for the estimate are discussed below.

The Incremental Cost is calculated as follows:

$$(36,912) \times \left( \frac{\text{BPC}}{\text{per Mailing}} \right) + (462) \left( \frac{\text{IPC}}{\text{per Mailing}} \right) = \$10,000$$

Using IPC = 70% of BPC, we find from the above

$$(\text{BPC}) = \$0.269$$

$$(\text{IPC}) = \$0.188$$

and

$$\text{Total Basic Cost} = \$9913.15$$

$$\text{Total Incremental Cost} = \$86.85$$

---



Thus, it costs the Town of Kirkland Lake a total of about \$86.85 in taxes per year for general government expenses on behalf of residents in the unorganized territory. This is equivalent to about 2 cents per family per year. It should be noted that the total incremental cost is relatively insensitive to the estimation used for the Incremental Per Capita Cost; if we assume the extreme situation, with IPC = 100% of BPC, the total incremental cost would only increase by \$36.77. The effect of the other assumption made in the analysis, that Kirkland Lake taxpayers own about 10% of the properties billed in the specific township area, is also negligible in the final result. If we completely neglect this factor, and ascribe all properties to township residents, the total incremental cost increases by only \$9.50.

## 2. FIRE PROTECTION

The Town of Kirkland Lake does not provide any fire protection for the unorganized area, except for King Kirkland. The arrangement, in this case, is that the community of King Kirkland pays for every service call at the rate of \$100.00 per call. This cost, therefore, represents the incremental cost for the extension of fire protection to King Kirkland, and there is no cost to the Kirkland Lake taxpayer. It is noteworthy that, for the past 5 years, the Kirkland Lake Fire Department has made only one call per year to King Kirkland, on the average.

This is one of the two services for which the township recipients are billed directly. (The other is the library as described below.) It is interesting to compare the \$100.00 charge with an estimate of the incremental cost of providing the service. For the extremely slight extension of service necessary to cover one call per year in King Kirkland, it is difficult to imagine that there would be any increased costs except for the very slight amount of consumable materials



used. It would not be necessary to hire any new staff or buy any additional equipment. Therefore, the Incremental Per Capita Cost would be a very small fraction of the Basic Per Capita Cost.

The following results are obtained by assuming the IPC is 2% of the BPC. Note that in this case, the basis of apportionment is the number of residences, not the number of people. (To be strictly correct, we should therefore use the term, Basic Per Unit Cost and Incremental Per Unit Cost.)

Number of premises in Town	= 4000
Number of premises in King Kirkland	= 100
Total Fire Protection Budget	= \$333,315.00
Net Tax Contribution	= \$166,657.50

Assume:

Incremental Cost per residence = 2% of basic cost  
per residence

Results:

Basic Cost per residence(in town)	= \$41.643 per year
Incremental Cost per residence	= \$ 0.833 per year
Total Incremental Cost for King Kirkland	= \$83.30 per year

### 3. LIBRARY SERVICES

There are two library services available to township residents: Northeastern Regional Library and Kirkland Lake Municipal Library (Teck Centennial Library). Funding for the two is quite different.

The Northeastern Regional Library is funded by the Province, with a differential grant structure that subsidizes areas without a municipal library. The grant structure is as follows:<sup>(44)</sup>

- \$0.55 per capita within whole region
- \$1.70 per capita for those without municipal library
- \$3.00 per square mile, to maximum of \$200,000.

Obviously, there is no cost to municipal taxes for this regional service.

The Municipal Library, on the other hand, is partially financed by taxes. Since membership is available to residents of the townships, this is a possible source of cost to the Town taxpayer. However, compared to free membership for Town residents, people living in the unorganized area must pay a family membership fee of \$5.00.

In 1976, there were 2,910 Town Library members, compared to 48 family membership in the Townships. This is an example for which it is difficult to imagine any significant increase in costs incurred by extending the library services to an additional 48 families. Library employees work fixed shifts, no overtime is necessary, no additional employees are needed, and very little is used as consumable supplies (the only readily identifiable item is the additional 48 membership cards). In addition, it must be recognized that township residents would make comparatively infrequent use of the library facilities, due to their greater distance from the Town.

In view of the above, the Incremental Per Capita Cost for extending the library facilities would be a very small fraction of the Basic Per Capita Cost; a ratio of about 1% would probably be appropriate. Nevertheless, in order to obtain an absolute maximum for the total incremental cost of this service, we have assumed that the IPC is 10% of the BPC. The corresponding results are as follows:

Total Kirkland Lake Expenditure.....	\$50,900.	(includes debt retire- ment for cost of building)
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Net Tax Contribution.....	\$25,450.
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Kirkland Lake Members..... 2,910

Township Members(3 per family)..... 144

IPC = 10% BPC

BPC = \$8.70 per year per member

IPC = \$0.87 per year per member

Incremental Cost Per Family Per Year (Maximum)

\$2.61

Received From Family Membership Fee \$5.00

Net Benefit to Kirkland Lake \$2.31 per  
family  
in  
Township

Total Benefit to Kirkland Lake(48 families)...

\$110.88

#### 4. HEALTH CARE

Two agencies of health care service township residents:  
Timiskaming Health Unit and Kirkland District Hospital.

Services of Timiskaming Health Unit for residents of unorganized areas are 100% subsidized by the Province, on the basis of a per capita grant structure which includes an adjustment factor for cottages. There is thus no municipal tax cost for this service.

With regard to the Kirkland District Hospital, the full operating costs are paid by the Province, and again, there is no tax cost for the operation of this facility.

There is, however, a tax cost associated with the initial capital expenditure made by the Town of Kirkland Lake, for the new Hospital building. The Town financed \$400,000. toward the cost of this facility, by a long-term debenture. The municipal taxpayer must bear the annual cost of servicing this debenture. In 1976, the total municipal contribution was \$43,875, for a net tax contribution of about \$21,940.

However, the Province makes an extra subsidy available to all Northern Ontario Hospitals. Presumably, this extra subsidy is due to recognition of the fact that, in Northern Ontario, hospitals serve a district function, i.e., they service a wider area than that of the municipality in which they are located. For the Kirkland District Hospital, the additional subsidy was for the amount of \$133,000. This proportion coincides almost exactly with the percentage of hospital use made by the entire North Timiskaming area from Virginiatown to Matachewan.<sup>(44)</sup> Thus, the Province has paid for that part of the capital cost attributable to use by people outside the municipality. There is thus no net tax cost for hospital care extended to township residents.

#### 5. TECK PIONEER RESIDENCE (CARE FOR THE AGED)

The province pays 100% of the operating costs for use by a resident from outside the Town of Kirkland Lake, through the Ministry of Community and Social Services. However, the Town financed part of the capital cost of the building, and the annual cost of servicing this debt is partially carried by the municipal taxpayer. There is thus a net tax cost on behalf of the amount of use due to residents from the unorganized area.

The total incremental cost is calculated as follows for 1976:

Kirkland Lake Contribution for debt.....	\$30,293.
Net Tax contribution.....	\$15,147.
Total number of residents.....	76(average)
number from town.....	72.5(average)
number from townships.....	3.5(average)
Incremental Per Capita Cost = 10% Basic Per Capita Cost	
BPC =	\$207.92 per occupant per year
IPC =	\$ 20.79 per occupant per year
TOTAL INCREMENTAL COST	= \$ 72.77 per year

Thus, it cost the taxpayers of the Town a total of about \$72.77 per year, for use of the Teck Pioneer Residence by



residents of the townships.

#### 6. RECREATION (ARENA)

To a limited degree, residents of the unorganized area use the tax-supported recreational facilities of the Town, without paying a differential fee. Therefore, the incremental cost of extending these services to the townships is paid by the Kirkland Lake Taxpayer.

To evaluate this cost factor, we have assumed that the majority of cost is associated with arena use. Not only would use of other facilities be much less frequent (e.g., swimming pool), but the cost of operating the arena is, by far, the largest recreational expenditure of the Town. Furthermore, we have assumed that arena use by township residents is principally associated with participation in the minor hockey program (including juveniles and lower age groups). We have, therefore, neglected any participation in figure skating, bingo nights, etc., which we assume to be negligible.

In 1976, the total operating budget for the arena facility was \$93,500. and we have estimated that about 60% of this is attributable to the minor hockey program. A total of 414 boys from the town participated in the program, and an additional 16 boys came from the unorganized townships (average use of 1 per township). We have assumed that the Incremental Per Capita Cost is 5% of the Basic Per Capita Cost.

A calculation of the total incremental cost is as follows:

Total Arena Expenditure	\$93,500.
Portion due to minor hockey(60%)	\$56,160.
Net Tax Contribution	\$28,050.
IPC = 5% of BPC	
Use: 414 from Town, 16 from Townships	
BPC = \$67.59 per year	
IPC = \$ 3.38 per year	
TOTAL INCREMENTAL COST (14 Boys)	<u>\$ 47.31</u>

## 7. KIRKLAND LAKE MUNICIPAL AIRPORT

The Kirkland Lake airport provides some potential benefit to the township resident, in that it offers a convenience which he otherwise would not have. In the case of this service, however, it is particularly difficult to imagine that the infrequent use of this facility would alter operating costs and resulting costs to the Kirkland Lake taxpayer. Nevertheless, in order to evaluate the possibility of an unrecovered tax cost for this service, we have calculated the total incremental cost by assuming an Incremental Per Capita Cost which is 1% of the Basic Per Capita Cost. The results of the calculation are given below.

1976 Total Expenditure(Includes Capital Spending)	\$75,000.
Net Tax Contribution	\$37,500.
Town population	13,293.
IPC = 1% of BPC	
BPC =	\$2.82
IPC =	\$ .0282
TOTAL INCREMENTAL COST	\$ 40.13

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## 8. ECONOMIC DEVELOPMENT

Efforts made by the town of Kirkland Lake towards economic development, provide potential benefit for the townships, to the extent that such efforts improve employment possibilities and increase income. Although the Town would obviously pursue these efforts regardless of the unorganized townships, yet it is likely that the Town incurs some cost, attributable to the Townships, due to that fraction of their effort which is directed towards publicizing township resources(tourist business, fishing, hunting, etc.). We have therefore assumed a relatively high value of the Incremental Per Capita Cost, equal to 10% of the Basic Per Capita Cost. The calculation of the Kirkland Lake tax cost is as follows. It should be noted that the costs are apportioned by Kirkland

Lake employment, with a total employment of 4,000 jobs, 94% of which are occupied by Kirkland Lake residents (who pay tax support for economic development cost), and 4% of which are filled by township residents. See Table 22.

Total Kirkland Lake Expenditures(includes Industrial Development, Chamber of Commerce, Tourist Committee)	\$34,500.
Net Tax Cost	\$17,250.
Kirkland Lake Employees	3,840
Employees from Townships	160
IPC = 10% of BPC	
BPC = .....	\$4.47
IPC = .....	\$0.447
TOTAL INCREMENTAL COST.....	\$ 71.58

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#### SUMMARY

The costs calculated in the foregoing analysis are summarized in Table 27. It can be seen that the total tax cost to the Town of Kirkland Lake, per year, for services provided to the townships, is about \$200. This is equivalent to a subsidy rate of about 5 cents per family per year.

#### 5.7 THE IMPACT OF CONSUMER SPENDING BY THE TOWNSHIP RESIDENTS

As noted earlier in this section, it is frequently asserted that township spending in Kirkland Lake creates considerable benefits for residents of the Town. Estimates for the dollar-value of these benefits are presented in this section, according to basic economic principles, as discussed below.

TABLE 27 - COSTS TO KIRKLAND LAKE TAXPAYERS  
PER YEAR, FOR SERVICES RECEIVED BY  
THE TOWNSHIPS

SERVICE	YEARLY TAX COST
GENERAL GOVERNMENT(TAX COLLECTION)	\$86.85
FIRE PROTECTION	0
LIBRARY 1.	(\$110.88)
HEALTH CARE	0
TECK PIONEER RESIDENCE	\$72.77
RECREATION(ARENA)	\$47.31
AIRPORT	\$40.13
ECONOMIC DEVELOPMENT	\$71.58
TOTAL TAX COST PER YEAR	\$207.76
COST PER CAPITA PER YEAR	\$ 0.0156
COST PER FAMILY PER YEAR 2.	\$ 0.0469

NOTES 1. NET BENEFIT TO KIRKLAND LAKE

2. BASED ON THREE PEOPLE PER FAMILY



There is an essential difference between the effect on an economic unit, such as the Town of Kirkland Lake, created by a consumer dollar, which depends on whether the dollar originated from an income source internal to the unit, or external to the unit. An input to an economic unit which originates from a source divorced from the unit itself, is known as an autonomous input, and it creates an increase of the total disposable income within the unit which is greater than the value of the input itself. This effect is known as the Economic Multiplier (EM), and it must be considered when evaluating the results of autonomous inputs to an economic entity.<sup>(45)</sup> In contrast, consumer spending within the town itself, merely participates in the internal cash exchange, without creating a multiplied effect on the total economic income of the system.

The value of the economic multiplier can be calculated by estimating the Marginal Propensity to Consume (MPC) and the Marginal Propensity to Save (MPS).<sup>(45)</sup> The basic relationship is

$$EM = \frac{1}{MPS}$$

The total increase in disposable income is then found by multiplying the amount of the autonomous input by the value of the Economic Multiplier. However, only that portion of the autonomous input that remains within the economic system, is subject to the multiplication effect.

We have analyzed the impact of township consumer spending according to the above principles using spending data obtained from the telephone survey and employment data described previously. Table 28 shows the proportion of Township consumer spending that occurs in Kirkland Lake, as calculated from data obtained from the telephone survey. Note that Marter Township has been excluded from the township

TABLE 28 - TOWNSHIP SHOPPING PATTERNS  
(TELEPHONE SURVEY)

PERCENTAGES SHOPPING IN KIRKLAND LAKE COMPARED TO OTHER CENTRES								
TOWNSHIP	GROCERIES		CLOTHES		BLDG. MAT'L		CAR	
LEBEL	100%	0	86%	14%	91%	9%	74%	26%
MAISONVILLE	94%	6%	83%	17%	72%	28%	53%	47%
GRENFELL	100%	0	81%	19%	81%	19%	58%	42%
EDY	100%	0	54%	46%	85%	15%	32%	13%
MARTER	13%	87%	20%	80%	13%	87%	20%	80%
PACAUD	84%	16%	65%	35%	41%	59%	63%	37%
MARQUIS	85%	15%	72%	28%	45%	55%	53%	47%
OTTC	91%	9%	77%	23%	65%	35%	63%	37%
TOWNSHIP AVERAGE 1.	93%	7%	74%	26%	69%	31%	64%	36%

1. MARTER EXCLUDED

average, due to its low proportion of spending in Kirkland Lake, caused by its proximity to Englehart.

To calculate the impact of Township consumer spending, we have estimated that the average family spends about \$100. per week, apportioned, for the purposes of this analysis, as follows, among the commodity types listed in Table 28.

Food	\$60.
Clothes	\$20.
Building Material & Misc.	\$10.
Car and Misc.	\$10.
<hr/>	
	\$100.

We have not meant the above division to be exhaustive or precise in detail, but only to form a basis for making a fairly realistic estimate.

Assuming the percentages shown in Table 28 apply, on the average. The amount spent in Kirkland Lake, per week per family is:

Food.....	\$60 x 93%	=	\$55.80
Clothes.....	\$20 x 74%	=	14.80
Building Materials.....	\$10 x 69%	=	6.90
Car.....	\$10 x 64%	=	6.40
<hr/>			
			\$83.90

For this amount of consumer spending in the Town, not all of it is subject to the effects of the Economic Multiplier, due to two factors. Firstly, some of the input can be apportioned to outflow from the system, for goods and services

that are obtained elsewhere by the Town; we have assumed this to be 20% of the total input. Secondly, not all of the consumer spending represents autonomous economic input; about 1/3 of the township income is derived from employment in Kirkland Lake (see Table 24). Therefore, the net contribution to the Kirkland Lake economy, per family in the Township, per week, is calculated as follows:

Total Spending	\$83.90
Autonomous Portion(2/3)	\$55.93
Portion consumed by output from Kirkland Lake(20%)	\$11.19
Net amount subject to multiplier	\$44.74
Total Contribution to Kirkland Lake Income, per family, per week	
EM x 44.74 + 39.16 dollars	

In order to calculate the total dollar value attributable to Township consumer spending, we have assumed an Economic Multiplier of 4. This value corresponds to a Marginal Propensity to Consume of 75%, a figure which is probably not unreasonable for the Kirkland Lake economy.

With the above assumption, the total impact of township spending has been calculated as shown in Table 29. It can be seen that the total yearly contribution is in excess of \$5,000,000.



TABLE 29 - INCREASE IN KIRKLAND LAKE DISPOSABLE  
INCOME DUE TO TOWNSHIP CONSUMER SPENDING

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Increase per Township Family per week	\$ 218.12
Increase per Family per year	\$ 11,342.24
Total Increases from townships ( 475 families )	5,387,564

## CHAPTER VI

# ANALYSIS OF LOCAL GOVERNMENT POSSIBILITIES

### 6.1 GENERAL ALTERNATIVES AND BASIS FOR ANALYSIS

Essentially, there are three possibilities for local government, that can be considered for any part of the unorganized area:

(1) the current unorganized status can be continued; (2) the area can be included in a single area-wide government based on Kirkland Lake, and/or one of the other existing municipalities; (3) the area can be included in an independent municipal structure existing within the unorganized region. The second possibility, that of a single area-wide government, includes the alternative of annexation as well as any variation of regional government.

In this section, we present the results of our analysis

of the above possibilities, together with appropriate recommendations for each locality within the unorganized area. We have attempted to consider all realistic alternatives, regardless of whether they are now possible under existing legislation. It should be recalled that this approach is consistent with the original letter of commission for the SCC,<sup>(1)</sup> as well as the reply by the Treasurer of Ontario, to our inquiry regarding the possibility of new forms of municipal government.

To assess any particular government alternative for any specific area, the following factors have been considered (not listed in order of importance):

1. the thrust of public input.
2. the social identity and relationships of the area.
3. the degree of economic independence, and the economic resources in the area.
4. the financial impact of the alternative: the costs, both to the Province and to the local tax-payers, as well as the fairness with respect to paying for benefits.
5. the potential offered by the alternative, for coping with specific problems within the area, including problems associated with land-use planning and control.
6. the degree of autonomy and local responsiveness provided to the area by the alternative.

It can be seen from the above that much of the basis

for the analysis has already been documented in previous sections. The discussion below, therefore, will concentrate on the comparative financial impacts of the various government alternatives, their potential for coping with identifiable problems, and their comparative autonomy and local responsiveness.

## 6.2 MAINTAINING THE UNORGANIZED STATUS

### A. Tax Burden and Provincial Costs

The costs for maintaining this system are composed of Provincial costs for providing services, and taxes levied on the land owners. It should be noted that educational taxes paid to the Board of Education are not affected by local government, and we have therefore excluded them from consideration. For government purposes, taxes paid by land owners are comprised of the Provincial Land Tax and the Roads Tax levied by the local board(where applicable).

The total road taxes paid in each township, as well as Provincial Land Taxes (PLT), are listed in Table 30, which summarizes data on tax payments for nine of the unorganized townships. (Comparable data were not available for Marter Township, which was therefore not listed). It can be seen that the total tax revenue is about \$68,000. of which \$15,000 is due to Roads taxes. Of the total tax paid, about \$38,000, or 56% is paid by residents and land owners, while the remaining 44% is paid by commercial establishments. The data in the last column, which shows the average yearly tax per residence (both seasonal and permanent), are probably somewhat misleading. Typically, cottages are assessed at a much lower value than permanent residence. Therefore, compared to the averages in Table 1, the average for permanent residents only, would probably be considerably



TABLE 30 - SUMMARY OF TAX PAYMENTS PER TOWNSHIPS  
(EDUCATION TAX EXCLUDED)

TOWNSHIP	POP. <sup>1</sup>	NUM. RES. <sup>2</sup>	TOTAL P.L.T. <sup>3</sup>	TOTAL <sup>4</sup> ROAD TAX	RES. P.L.T. <sup>5</sup>	RES. <sup>4</sup> ROAD TAX	TOTAL TAX PAID	RES. <sup>6</sup> TAX PAID	TAX <sup>7</sup> PER RES.
BENOIT	41	29	\$ 3,423	\$ 2,300	\$ 956	\$ 642	\$ 5,723	\$ 1,598	\$55
MAISON- VILLE	88	120	7,306	--	2,795	--	7,306	2,795	23
GRENFELL	140	246	12,512	483	5,325	483	12,995	5,808	24
EBY	55	84	5,580	643	3,036	643	6,223	3,669	44
OTTO	338	172	7,243	5,300	4,376	3,202	12,543	7,578	44
MARQUIS	161	105	5,744	1,520	2,000	1,520	7,264	3,520	34
BOSTON	29	20	1,342	--	495	--	1,342	495	25
PACAUD	131	64	3,992	1,505	1,764	1,505	5,497	3,269	51
LEBEL	441	175	5,832	3,600	5,715	3,600*	9,432	9,315	53
TOTALS	1,424	1,015	\$52,974	\$15,351	\$26,452	\$11,595	\$68,325	\$38,047	\$37

- NOTES:
1. 1976 ASSESSMENT REPORT. Permanent Residents.
  2. 1975 ASSESSMENT REPORT. Cottages and Permanent Residents
  3. Values for 1977 as supplied by W.E. Winegard, TEIGA.
  4. Values for 1976 as supplied by W.E. Winegard, TEIGA.
  5. Calculated for 1977 using 1975 ratio of Residential P.L.T. to Total P.L.T.
  6. Total Tax paid by both seasonal and permanent residents.
  7. Average yearly tax per residence (includes seasonal and permanent).
- \* Value obtained directly from Roads Board (Harvey Kirkland excluded)

higher than the value in the Table, while the average for cottagers would probably be significantly lower. It should be noted, that current government policy is directed towards establishing true market value as the basis for assessment throughout the Province, so that this disparity may not be as significant in the future.

Provincial costs to maintain the current unorganized system have been mentioned in the previous section dealing with economic relationships; the various Provincial services are listed in Table 26. Road costs are most important, not only because the Provincial subsidy represents a substantial portion of the total Provincial costs, but also because road maintenance costs are directly reflected in the tax burden by the roads tax levied by the local boards.

Table 31 summarizes the local roads costs for each local board in the study area. The average annual cost has been determined from data for the three-year period, 1973-1975.<sup>(46, 47)</sup> The resulting average annual cost per mile and the approximate Provincial and Tax contributions have been calculated. It can be noted that there is a wide variation in the average maintenance costs per mile, which range from a low of about \$100/mile/year to a high of almost \$1,000/mile/year. Although some of the variation is attributable to the differences in the amount of winter maintenance required, this factor alone is not sufficient to explain some of the obvious anomalies. For example, Otto and Marter have almost identical maintenance requirements, but Otto's costs are almost 3 times higher than those of Marter. At this writing, the SCC has not determined specific reasons which can account for the wide variations in cost/mile.

TABLE 31 - LOCAL ROADS COSTS IN STUDY AREA

TOWNSHIP BOARD	1. TYPE	ROAD MILES TOTAL	ROAD MILES (WINTER)	AVERAGE TOTAL COST PER YEAR (1973 - 1975)	YEARLY COST PER MILE	YEARLY TOTAL COSTS FROM PROV.	YEARLY TOTAL COSTS FROM TAXES
BOURKES (BENOIT-MAISONVILLE)	LRB	15.0	6.0	\$12,852	\$857	\$8,568	\$4,284
OTTO	LRB	20.5	14.0	20,302	990	13,535	6,767
LEBEL CRYSTAL LAKE	LRB	4.0	4.0	2,988	747	1,992	996
LEBEL (HARVEY KIRKLAND)	SLB	0.9	0.9	206	229	103	103
LEBEL (KING KIRKLAND)	SLB	7.0	7.0	2,842	406	1,421	1,421
GRENFELL	SLB	3.0	3.0	1,047	349	523	523
EBY	SLB	12.2	5.75	2,074	170	1,037	1,037
MARQUIS	SLB	12.0	9.0	3,416	285	1,708	1,708
PACAUD	SLB	12.0	5.25	2,241	187	1,120	1,120
CATHERINE	SLB	9.0	5.5	1,095	122	548	548
MARTER	SLB	21.0	15.0	7,672	365	3,836	3,836
BAYLY	SLB	6.5	2.5	622	96	311	311
TOTAL OR AVERAGE	--	123.1	77.9	\$57,357	\$466	\$34,703	\$22,654

1. LRB = LOCAL ROADS BOARD  
SLB = STATUTE LABOUR BOARD



It can be seen from the Table that, of the 12 boards in the area, three are Local Roads Boards, while the remaining nine are Statute Labour Boards. The differences in operation of the two types of Boards, particularly with regard to Provincial funding, are significant. The Statute Labour Board manages its own money, contracts its own work, and levies a tax consisting of a flat rate per lot, known as the commutation rate. A lot is considered to be 50 acres or less. The Local Roads Board, in contrast, levies a tax by calculating a mill rate against the Provincial Land Tax assessment, and it delivers all money collected, to MTC. The Provincial subsidy for a LRB is made on a two-for-one basis, and Crown land served by the roads can be taxed up to an additional 2-for-1 subsidy. The SLB, on the other hand, receives only a one-for-one subsidy, although bridges and culverts are 100% subsidized. Thus, the LRB is subsidized at a rate between 67% and 80%, whereas the SLB subsidy is only 50%. In addition, the LRB taxes any property assessed for Provincial Land Tax, while the same latitude is not available to Statute Labour Boards.

The Provincial and Tax costs listed in Table 31 were calculated by using the above 2-for-1 and 1-for-1 subsidy ratio. Since the LRB subsidy may be somewhat higher, the values shown for the three local Roads Boards are only approximate, which may account for some of the discrepancy between the tax costs of Tables 30 and 31. An additional factor contributing to this discrepancy is that the actual level of service in 1976 (Table 30) may be considerably different from the three-year average (Table 31).

A number of Provincial services have not been included in the per township comparative cost analysis, since we assume that the associated costs will remain constant



regardless of the local government alternative finally adopted. Thus, because of the large expanse of the unorganized area, we assume that police protection will continue to be provided by the OPP, even if the area were to be annexed to Kirkland Lake. We have also assumed that there will be no change in the Provincial highway system due to changes in local government, i.e., no current Provincial secondary highways will be designated as local roads for municipal service, and no local roads will be included in the Provincial system. This assumption is consistent with correspondence received from MTC.<sup>(46)</sup> Finally, we have assumed that Provincial subsidies for housing programmes (OHRP) and libraries (\$1.70 per capita) will remain constant, since these subsidies will be paid regardless of local government structure.

Table 32 lists all of the government costs, per township, which can be attributed to the unorganized status. For each type of service, we have calculated the cost paid by the Province, due to the fact that no municipal organization exists in the area. Individually, the service costs were calculated as follows.<sup>(44)</sup>

1. Provincial Land Tax Collection Expense.

The total Provincial collection expenditure in 1976 (193,000) was apportioned by number of taxable properties in each township.

2. Health Care (Timiskaming Health Unit)

The province pays 100% of actual cost, but were the area to be municipally organized, the Province would pay only 75%. The remaining 25% of total costs was apportioned to each township on the basis of permanent population.

TABLE 32- PROVINCIAL COSTS FOR MAINTAINING  
UNORGANIZED STATUS  
(DOLLARS PER YEAR)

TOWNSHIP	1. P.L.T. COLLECTION	2. T.M. HEALTH	2. AGED CARE (TPR)	2. WELFARE	2. CHILD AID	2. FIRE (MNR)	2. DUMPS	1. ROADS	TOTAL COST	TOTAL TAX PAID	NET COST
BENOIT	1000	122	2240	550	126	71	300	12852	17261	5723	11538
MAISON- VILLE	1970	394	-	-	267	296	300	-	3227	7306	(4079)
GRENFELL	3577	708	-	1760	288	606	900	1047	8886	12995	(4109)
EBY	1594	239	2264	742	183	207	900	2074	8203	6223	1980
OTTO	2072	1084	-	2930	400	424	1175	20302	28387	12543	15844
MARQUIS	1185	532	-	1190	387	259	1175	3416	8144	7264	880
BOSTON	403	96	-	-	-	49	-	-	548	1342	(794)
PACAUD	1129	391	-	346	168	158	300	2241	4733	5497	(764)
LEBEL	1406	1377	432	3441	1137	431	1750	6036	16010	7103	8907
TOTALS	14336	4943	4936	10959	2956	2501	6800	47968	95399	65996	29403

NET COST  
PER CAPITA

\$20.65  
PERMANENT RESIDENT

- NOTES:
1. TOTAL COSTS FOR 1976
  2. THAT PORTION OF COSTS THAT WOULD BE PAID BY MUNICIPALITY, IF ORGANIZED

3. Care for Aged (Teck Pioneer Residence)

The Province would pay only 70% with organization, instead of current 100% subsidy rate. Therefore, 30% of costs, based on 1976 occupancy data, was apportioned to the townships.

4. Welfare (Grants and Administration)

20% is the ordinary municipal portion. We have used actual amounts of assistance for 1976 in each township, with an additional 10% for administrative overhead.

5. Children's Aid

20% is the municipal portion. This fraction of the total grant to Timiskaming C.A.S. on behalf of unorganized areas, was apportioned to each township according to population.

6. Fire Service (MNR)

The MNR estimate of \$2,500 per year to service structural fires in the townships, was apportioned according to number of residences (both seasonal and permanent).

7. Dumps

MNR data for maintenance cost of land fill sites are given, apportioned equally when two townships share a facility.

8. Roads

As discussed for Table 2.

It should be noted that cost calculations are not shown for following townships; Bernhardt, Morrisette, Arnold, McElroy (all of which have negligible residential populations), and Catherine, Marter and Bayly, near the town of Englehart.

These townships are discussed under specific recommendations later in this section. When examining the data of Table 32, it must be kept in mind that the fixed costs associated with services from O.P.P., Provincial highways, OHRP and libraries have been omitted. Nevertheless, it is interesting to note that four townships (Maisonville, Grenfell, Boston, Pacaud) pay more in taxes than the costs of the services provided, due to the unorganized status. Most of the net cost to the Province is due to road subsidies in the three townships of Benoit and Otto, and Lebel; the roads costs for these three townships amount to 40% of the total provincial costs for the entire area. It will be recalled from Table 31 that Benoit and Otto have unusually high average maintenance costs per mile (\$857. and \$990. per mile, respectively). In Lebel, aside from the roads and dumps costs it can be seen that the two most significant costs are due to health care and welfare, a condition which is true, to a lesser extent, in Otto as well. The relatively high value of these costs is at least partially due to the fact that the costs were apportioned among the townships on the basis of population, and these two townships have the highest population.

The significance of the total net Provincial cost of \$29,403., and the resulting per capita cost of \$20.65 per year per resident, must be clearly understood. Regardless of the final form of government adopted in the Townships, the Province must provide a basic level of services with an associated basic cost. Table 32 shows that, if the townships remain unorganized, it costs the Province an additional \$29,403. per year, above the basic costs which it must pay anyway, to support the unorganized status. The significance of this cost can only be assessed when it is compared to the additional costs required of the Province to support either annexation to Kirkland Lake, or independent



municipal government in the Townships. These costs are calculated in the appropriate section to follow.

#### B. Advantages and Limitations of the Unorganized Status

It has occasionally been asserted, that a consequence of the current unorganized status, is that it imposes an unfair tax burden on the Provincial and municipal taxpayer. However, this is not the case. As will be seen below, the Provincial costs for maintaining the unorganized status, documented in the previous discussion, compare quite favourably with the costs incurred for supporting either annexation or independent municipal government.

It is true, taxes in the Townships, compared to those in most municipalities, are low, as can be seen in Table 30. But it is also true that the township resident does not receive services, which are taken for granted in most municipalities such as Kirkland Lake; the township resident has no garbage collection, no municipally supplied water, no municipally maintained sewage system, no street lights, minimal police protection, no fire protection, etc. Furthermore, it is imperative that this situation not be misunderstood; these services are not "needs" which must be filled by some form of government. To the contrary, judging from all local input received by this Committee, the average township resident does not desire these types of municipal service, if, as a consequence, his present way of living must be sacrificed.

It is precisely this current life-style, that is seen by the residents as the chief advantage of the unorganized condition. It will be recalled from the discussion of public input to the study, that a considerable proportion of people in the study area wish to remain unorganized.

Without question, this desire is due to the fact that, on the average, people in the townships are reasonably well-satisfied with their current life-style, and they are afraid that a change in local government, even towards an independent structure, may introduce complications and adjustments sufficient to seriously impair their patterns of living, which are characteristically unstructured and relatively independent.

If the residents are comparatively satisfied with current conditions, and if this status is economical and fair, what are the disadvantages of remaining unorganized? In the opinion of the SCC, the main disadvantage is that the present status may lack the potential for insuring that, in the future, township residents have the maximum opportunity and impact to create and preserve the life-style that they most desire.

The above weakness is perhaps most evident when considering several of the specific problems outlined in Chapter III. As described, pollution of Round Lake and the Blanche River System has a serious deleterious effect on the townships in the southern part of the study area. Yet, with no type of municipal organization, township residents can only combat this problem in an individual piece-meal way, without the benefit and the impact of a legally constituted and authoritative voice. Probably, a representative organization could lend weight towards the solution of this problem.

Another example of the weakness of the unorganized status in maintaining desirable life-style, is to be seen in the problems associated with the building and land restriction. As discussed in Chapter III, the Public Lands Act and Planning Act restrictions were imposed without

appropriate consultation with residents in the affected areas. The Section 17 restriction was recently lifted, again without any consultation or explanation. The Section 32 restriction remains in effect for part of the study area, while in other parts there are no restrictions, and no one seems to know why this condition exists. These facts illustrate the control of land-use in the area, by an external agency.

It may seem that land-use and planning controls are unnecessary in the unorganized area, due to the lack of significant growth rates in the townships and the negative growth of the Town of Kirkland Lake. Certainly, there are no significant development pressures due to population growth. Nevertheless, the SCC believes that it would be desirable, at least for some parts of the study area, to have some mechanism whereby local residents from the area could exercise planning and land-use control. This would insure that these functions would be performed by a locally responsive body, rather than by an external agency.

In the opinion of the SCC, the present thrust of government policy is towards the development of a legal and administrative framework which would insure that all areas in the Province are subject to planning control. For some time, the entire Planning Act has been under review by a Provincially appointed Planning Act Review Committee. The Final Report of this Committee,<sup>(13)</sup> which contains a separate section on Planning in Northern Ontario, was released in April, 1977 and, at this writing, the Provincial Government is soliciting responses to the report from individuals and organizations throughout the Province. The substance of this report, to the extent that it will form the basis for future planning procedures in the Province, seems to confirm the above interpretation of government policy.



The Final Report of the Planning Act Review Committee recommends that, as an initial step, all unorganized areas in the North should be subject to restrictive orders; Section 17 Orders should be used for crown land resource areas, while Section 32 Orders should be used for permanent settlement areas. Secondly, Planning Advisory Committees should be appointed by the Ministry to prepare local planning guidelines. Although the Report recommends that these Committees consist of local residents, the report seems to imply that the word "local" may be interpreted to include residents of neighboring organized municipalities, instead of, or in addition to, residents of the unorganized areas affected. Ultimately, the report recommends that the appointed committee be replaced by an elected body, but only after the guidelines have been prepared and approved by the Minister of Housing. Again, who is eligible for election, and who does the electing, is left open for interpretation. In our opinion, if an area needs the instruments of land-use planning, it most certainly must have the capability of electing its own representatives to establish the necessary guidelines and implement the corresponding policies. Furthermore, it is imperative that a planning committee be a truly local body, with membership elected from the area to be planned. Worse than land-use control exercised by a remote and unresponsive agency, would be the circumstances in which such control is exercised by a near-by municipality, which might seek to satisfy its own needs to the detriment of the unorganized area which it controls.

It should be noted that, even if the present status continues, it may be possible to gain some voice through participation in UCANO East (see Section 4.7), which has been listed as a source of input for consideration by the



Provincial Government.<sup>(5)</sup> Although this organization can give some voice to the concerns of residents in unorganized areas, it must be recognized that UCANO was established to assist isolated unorganized areas which exist throughout the North. Most of these areas have an urban, as opposed to rural, type of development pattern, with a community consisting of small lots concentrated in a small area near some resource development facility. Since this type of community has some problems which are distinctly different from those of unorganized areas within a generally settled region, it is probable that UCANO would not be as effective a voice, as a local representative body which could concentrate exclusively on local concerns. Nevertheless, if any part of the study area is to remain unorganized, we believe that such an area should acquire membership in UCANO East. It is interesting to note that it was UCANO which brought to the attention of the SCC, the work of the Planning Act Review Committee.

C. Specific Recommendations With Regard to the Unorganized Status

It was noted above that cost calculations were not completed for a number of townships in the study area. Bernhardt and Morrisette Townships make an insignificant contribution to Provincial costs since they have a permanent population of only a few people. In addition, these townships are centrally involved, together with Lebel, in the annexation request made by the Town of Kirkland Lake; recommendations are therefore made in the subsequent section of this report which deals with Lebel Township and the Airport problem.

For the other townships that were omitted from the cost analysis-Arnold, McElroy, Catherine, Marter, Bayly-we believe that the only viable alternative at this time, is to remain unorganized.

Our Committee has been unable to identify any benefits that can result from including Arnold and McElroy Townships in any municipal organization. Arnold Township has no permanent population, and there exist only about 20 cottages in a relatively remote area. As previously discussed, all input to our study, from these cottagers, has been in favour of remaining unorganized. McElroy Township has no known cottages, and only two permanent residents, both of whom wish the township to remain unorganized. Due to the negligible populations of these two Townships, the government services and associated costs are insignificant.

RECOMMENDATION

6 - 1. Arnold and McElroy Townships should remain unorganized.

Catherine, Marter and Bayly Townships contain a significant population, mostly concentrated in Marter (108). However, these townships are close to the boundary of the Town of Englehart. They are unique in the study area in that they interact with the Englehart population centre, rather than that of Kirkland Lake; as discussed under economic relationships, there is no employment in Kirkland Lake and little use of Kirkland Lake as a shopping area. Public input from this area was unanimously opposed to either an independent municipal government or amalgamation. For its part, the Town of Englehart has stated that it does not desire annexation of this area unless the township residents expressed a strong desire for such action. Under these conditions, continuation of the unorganized status seems to be the only realistic alternative.

RECOMMENDATION

- 6 - 2. The Townships of Catherine, Marter and Bayly should remain unorganized.

Specific recommendations for the remaining nine townships will be given only after the alternatives of annexation and independent government have been considered. However, despite any recommendations to the contrary made by this Committee, the Province may decide that some or all of the area should remain unorganized. In this eventuality, we believe the following recommendations are in order.

RECOMMENDATIONS

- 6 - 3. The Ministry of Transportation and Communications should conduct an investigation of the maintenance costs of local roads in the area, to determine the reasons for the 10 to 1 variation in average mileage costs, and to recommend ways to reducing the unusually high costs of some of the Boards, especially Otto and Bourkes.
- 6 - 4. All Statute Labour Boards in the area, in conjunction with the Ministry of Transportation and Communications, should investigate the possibility of becoming Local Roads Boards, to take advantage of the enhanced grant structure and to enable the taxation of certain commercial property and crown lands not accessible to Statute Labour Boards.
- 6 - 5. All unorganized communities should acquire membership in UCANO East, to utilize the opportunity for input afforded by this organization.

### 6.3 THE ANNEXATION ALTERNATIVE

This Committee was born amidst a strong and acrimonious protest against the possibility of annexation by the Town of Kirkland Lake. Since the beginning of our operations, however, we have been keenly aware that this same emotional contest has made it mandatory that we examine the annexation alternative as thoroughly and objectively as possible. Although we recognize that the emotional bias of the residents is, of itself, a valid factor to be considered in the evaluation of any alternative, it has been our intention that conclusions reached with regard to annexation should be based on logical analysis and not solely on emotional reaction.

The previous sections have made it clear that the usual stimuli for annexation are not present in the study area. Kirkland Lake is not an expanding urban centre which needs more land and resources to realize its growth. To the contrary, its population and economic base have been steadily declining for years. Neither are there close social ties relating the townships and the Town. The Townships have not been populated by spill-over from Kirkland Lake; settlement in most of the Township communities pre-dates that of Kirkland Lake; they were settled for different reasons, by people of distinctly different social and ethnic backgrounds, and these distinctions are still quite manifest. Even the current economic relationships are surprisingly loose for a Northern Ontario area; most of the Township residents work in the Townships, while most Kirkland Lake residents work in Town, and the Township resident derives a negligible amount of services from the Town, at the expense of the municipal taxpayer.

To complete the analysis of the annexation alternative,



it remains to determine the total tax costs and the Provincial costs, so that these may be compared to the results of other possibilities.

The financial analysis of the annexation alternative is presented in Table 33, which shows the costs and tax levels necessary to support annexation by the Town of Kirkland Lake, of the nine townships (Benoit, Maisonville, Grenfell, Eby, Otto, Marquis, Boston, Pacaud, Lebel). The methodology of the calculations and the assumptions used, must be clearly understood, for they significantly effect the interpretation of the results.

Most importantly, it must be noted that the analysis in Table 33, was completed under the assumption that there would be no increase in the various government services now received in the Townships. Thus, the costs apply for exactly the same living conditions that now obtain, and the results may be compared directly to those of Table 32. We have assumed that the O.P.P. continue to provide police protection, that Kirkland Lake does not provide any fire protection or other services to the area, and we have neglected all costs associated with the fact that the Town would have to provide planning and land-use control functions over a greatly extended area.

Secondly, in order to calculate the tax throughout the area, we have used the equalized educational assessments for both commercial and residential property.<sup>(48)</sup> This was necessary in order to provide a uniform basis for the calculations and comparisons, since the unorganized area has not been assessed for municipal purposes. Although these assessments would not necessarily be exactly the same as municipal values, they are reasonably good approximations,

TABLE 33 - COSTS FOR ANNEXATION BY KIRKLAND LAKE  
( 9 TOWNSHIPS)\*

NO INCREASE IN TOWNSHIP SERVICES

1.	EXPENSES		
	(a) KIRKLAND LAKE TAX REQUIREMENT (AFTER GRANTS NOW RECEIVED)		\$1,587,000
	(b) TOWNSHIP EXPENSES (TABLE 3)		95,400
	TOTAL EXPENSES		\$1,682,400
2.	ADDITIONAL GRANTS DUE TO TOWNSHIPS		
	(a) BASIC PER CAPITA (\$6.60 p.c.)	\$	12,920
	(b) POLICE PROTECTION (\$8.00 p.c.)		11,390
	(c) ROADS SUBSIDY (50% COSTS)		24,000
	(d) SUPPORT GRANTS (21%)		9,890
	(e) EQUALIZATION (25%)		9,300
	TOTAL	\$	67,500
3.	NET COSTS AND REQUIRED MILL RATES		
	COMM. ASS. - \$32,144,000	REQ'D FROM PROV. (ADDITIONAL)	\$ 67,500
	RES. ASS. - \$33,623,000	REQ'D FROM TAXES	\$1,614,900
	ASSES. PER CAPITA - \$4,380		
	RES. MILL RATE	22.61	
	COM. MILL RATE	26.60	
4.	TAX BURDEN ON TOWNSHIPS (SEASONAL AND PERMANENT RESIDENTS)		
	TOTAL TAX PAID NOW	\$38,047	
	TOTAL TAX REQ'D WHEN ANNEXED	\$89,038	
	NET CHANGE IN TAX LEVEL -	<u>134% INCREASE</u>	
5.	TAX BURDEN ON KIRKLAND LAKE - RESIDENTIAL		
	TOTAL TAX PAID NOW	\$952,200	
	TOTAL TAX REQ'D-ANNEXATION	\$671,178	
	NET CHANGE IN TAX LEVEL -	<u>30% DECREASE</u>	

\* Benoit, Maisonville, Grenfell, Eby, Otto, Marquis, Boston, Pacaud, Lebel

and they are consistent throughout the region. Our use of educational assessments should not be confused with educational tax. All tax calculations are for municipal taxes only; the education tax is constant and independent of the form of local government.

The calculations of Table 33 apply for the year, 1976. The total expenses have been determined by adding the net expenses of the Town (after all grants and subsidies), to the expenses attributable to the townships due to the current level of services. The latter value is taken directly from Table 32, and includes the municipal share of standard government services, as well as the total costs of tax collection (assumed to remain constant), MNR fire service and dumps maintenance, and local roads maintenance. The total expenses are thus about \$1,682,000.

To determine the net costs, it is necessary to subtract from the expenses, the additional Provincial grants and subsidies that would be received due to inclusion of the nine townships within the municipality. The basic per capita grant is \$6.60 p.c., since the combined population is about 15,000. We have also assumed that the annexed municipality would obtain the police protection grant of \$8.00 p.c. without incurring any additional police costs. This grant is easily obtained, since it is available to any municipality that supports or contracts for even partial police protection, and it is not paid to the police department.<sup>(49)</sup> The roads subsidy is a standard 50% of costs. The support grants (General and Northern Ontario) are also unconditionally available as 21% of the net levy. It should be noted that the annexed municipality is eligible for the maximum Resource Equalization Grant, equal to 25% of the net levy. Eligibility for this grant is based on the average equalized

assessment per capita, and its purpose is to provide additional support for municipalities with comparatively low assessment levels; it is not available to municipalities with per capita assessments greater than about \$10,000 p.c., while municipalities with assessments below \$6,500 p.c. are eligible for the maximum value of 25%. This is a significant factor in evaluating the Provincial cost implication for the annexation alternative.

The net costs were calculated as the difference between the total expenses and the additional grants and subsidies. The required mill rates were derived from the total equalized assessment. It should be noted that the necessary provincial funding amounts to \$67,500, so that the net expense attributable to annexation is only about \$28,000, which is less than 2% of the amount required from taxes.

It can be seen that the taxes paid by permanent and seasonal residents in the townships would increase, under annexation, by about 134%, or almost  $2\frac{1}{2}$  times, even with the assumption that no increase in services becomes available. Residential taxation in Kirkland Lake, on the other hand would decrease by about 30% (municipal taxes only).

The financial impact of annexation on both the commercial and residential sectors of the township economy, has been calculated for each township in Table 34, using the individual township assessments (given in Table 35 of the next section). The net increase in taxation has been shown as a ratio, since the percentage increases are so high that interpretation becomes difficult. It can be seen that there would be an extremely large increase in the taxes paid by the commercial sector, with the average increase being 13 times higher than present taxation levels. The impact on



TABLE 34 - ANNEXATION: FINANCIAL IMPACT ON TOWNSHIPS  
-TAX LEVELS IN DOLLARS PER YEAR-

NO INCREASE IN TOWNSHIP SERVICES

TOWNSHIP	TAXES PAID NOW		TAXES IF ANNEXED		NET INCREASE	
	COMM.	RES.	COMM.	RES.	COMM.	RES.
BENOIT	4,125	1,598	29,925	1,540	7 to 1	NIL
MAISONVILLE	4,511	2,795	35,460	10,150	8 to 1	3.6 to 1
GRENFELL	7,187	5,808	69,400	23,490	9.7 to 1	4 to 1
EBY	2,554	3,669	18,460	9,720	7 to 1	2.6 to 1
OTTO	4,965	7,578	18,860	13,570	4 to 1	1.8 to 1
MARQUIS	3,744	3,520	31,970	7,170	8.5 to 1	2 to 1
BOSTON	847	495	160,610	2,620	190 to 1	5.3 to 1
PACAUD	2,228	3,269	31,470	5,110	14 to 1	1.6 to 1
LEBEL	117	9,315	2,790	15,670	23 to 1	1.7 to 1
TOTAL	30,278	38,047	398,945	89,040	13 to 1	2.3 to 1

Adams Mine, which accounts for almost all of the commercial assessment in Boston Township, would be enormous; the Mine taxes (municipal portion) would increase by almost 200 times, or by an additional \$160,000. For the townships in the West of the study area, most of the increased commercial tax burden would be borne by Trans Canada Pipeline. For example, in Pacaud Township, which has a comparatively high assessment due to a TCP Compressor Station, the commercial tax would increase by 14 times. Although the residential tax increase is not as dramatic, it is nonetheless substantial, with Grenfell and Boston townships showing the highest increases: 4 to 1 and 5 to 1 respectively.

The total value of taxes paid under annexation should be compared to the expenses listed in Table 33. The minimum level of services for the townships requires an expenditure of about \$95,000. The province pays \$68,000 of this. The remaining \$38,000 must be recovered from taxes. However, under annexation, the Townships would pay a total tax of \$488,000 so that \$460,000, or 94% of the total township tax, would be paid to support services by the Town which are only available to Kirkland Lake residents. This is the reason for the 30% decrease in the residential taxes paid by Town residents.

It should be noted that the above unbalance in tax payments under annexation is due to the high value of township assessment. The average per capita assessment for the nine townships is \$13,300 p.c., while that of Kirkland Lake is about \$3,500. The assessment of Adams Mine alone, is about 35% of the entire commercial assessment of the Town. Thus, under annexation, there is a 40% increase in total assessment, with only a 10% increase in population.

It must be stressed that the values of expenses and

associated taxes listed in Tables 33 and 34, while they are useful for comparisons, probably represent unrealistically low estimates of the actual values that would result if annexation became a reality. In all probability, the new municipality would find it impossible to maintain services at the minimum levels now received, especially in view of the tax levels imposed. The township residents would undoubtedly demand a much larger share of municipal services. Thus, the tax levels and Provincial expenditures would escalate. This is particularly important when considering the Provincial costs, since under annexation the entire area is eligible for the full 25% of the Resource Equalization Grant.

Another possible approach to the tax structure for the annexation alternative, would be to area-rate the mill rates of the municipality according to the type of service received. However, the Town of Kirkland Lake has consistently rejected this approach in the past, even for those areas within the municipality without municipal sewers, and we believe that it is unlikely for this approach to be adopted in the future. Even if the Town were forced to adopt an area-rate structure by legislation or OMB order, it is unlikely that any services other than sewage and garbage collection, would be area-rated. The net cost of these two sanitary services, in 1976, amounted to \$176,000, which is about 10% of the total expenses of the municipality. Therefore, were these services area-rated, the reduction in the tax burden on the Townships would only amount to 10%, and the fundamental inequity in taxation would still remain.

Finally, it should be noted that the possibility of creating a regional type of two-tier municipal organization to serve the entire area, was also considered by the SCC.

A detailed proposal to this effect was submitted by the TEIGA Study Officer, and is contained in Appendix I. We have not attempted a financial analysis of this alternative, however, because we do not believe it to be viable for the study area. A two-tier structure, rather than effecting economics due to consolidation and centralization, would introduce an expensive and unwieldly complexity to the local government which could not be justified or supported in view of the total area population of less than 15,000. Additionally, though it might seem on the surface to provide safeguards to the identity of the social communities within the unorganized area, we believe that the safeguards would be in reality, mostly illusory. Inevitably, if there is one area-wide government, control and power will be based in Kirkland Lake, which has 90% of the area population, and the very complexity of the municipal structure, would mitigate against a locally responsive and economical government.

#### 6.4 ANALYSIS OF POSSIBILITIES FOR INDEPENDENT GOVERNMENT

The financial feasibility of independent local government in the unorganized area, can be determined from the township assessments. These are listed in Table 35, together with the values for existing local municipalities.<sup>(48)</sup> The high assessments in the townships, noted in the discussion of annexation, are obvious from the Table. The total equalized assessment for the nine townships is about



TABLE 35 - ASSESSMENTS IN THE STUDY AREA  
EQUALIZED FOR 1976  
(THOUSANDS OF DOLLARS)

TOWNSHIP	COMM. ASSMT.	RES. ASSMT.	TOTAL ASSMT.	ASSMT. PER CAPITA (IN DOLLARS)
BENOIT	1,125	68	1,193	\$29,090
MAISON- VILLE	1,333	449	1,782	\$20,250
GRENFELL	2,609	1,039	3,648	\$26,060
EBY	694	430	1,124	\$20,440
OTTO	709	600	1,309	\$ 3,873
MARQUIS	1,202	317	1,519	\$ 9,435
BOSTON	6,038	116	6,154	\$212,200
PACAUD	1,183	226	1,409	\$10,756
LEBEL	105	693	798	\$ 1,810
TOTAL (9 TOWNSHIPS)	14,998	3,938	18,936	\$13,297
KIRKLAND LAKE	17,146	29,685	46,831	\$ 3,523
LARDER LAKE	398	1,244	1,642	\$ 1,313
GAUTHIER	189	215	404	\$ 2,295
ENGLEHART	1,341	4,658	5,999	\$ 3,472
CHAMBER- LAIN	1,743	738	2,481	\$ 6,378

\$19,000,000, which is 40% of that of Kirkland Lake. About \$15,000,000, or 79% of the total assessment, is due to the commercial sector. Using the 1976 population of 1,424, the average per capita assessment is \$13,300. It can be seen that this value is substantially higher than that of any existing municipality in the area. It is interesting to note that, with the exception of the Organized Township of Chamberlain, the per capita assessment of each existing municipality is low enough to qualify for the maximum of 25% of the Resource Equalization Grant. It is obvious from Table 35 that there are sufficient resources in the unorganized area to support a locally independent municipal government. Even Lebel Township which has the lowest resource level, has a per capita assessment higher than Larder Lake and a total assessment greater than the Improvement District of Gauthier.

In evaluating the possibility of independent township municipalities, we have assumed, as a fundamental principle, that any municipal organization should be based on common geographical and social relationships. From the discussion given previously in this report, it is apparent that the nine townships can be grouped naturally into three areas: Lebel Township, which is distinctly different from any of the others, and is comprised chiefly of the community of King Kirkland; Otto, Marquis, Boston and Pacaud Townships, centered around Round Lake, which includes the communities of Tarzwell, Dane and Boston Creek; the Kenogami-Sesekinika Lakes

area, consisting of the Townships of Eby, Grenfell, Maisonville and Benoit, and including the Kenogami, Sese kinika and Bourkes communities. As a variation of the latter possibility we have also considered the two-township grouping of Benoit and Maisonville, which would include the communities of Bourkes and Sese kinika; it will be recalled that the first preference among the three basic alternatives, in Maisonville and Benoit Townships, was strongly in favour of an independent government, while Eby and Grenfell Townships showed a preference for remaining unorganized.

The basic features of the above municipal possibilities are shown in Table 36, where they are compared to existing local municipalities. It can be seen that all possibilities are economically viable. The "Round Lake", "Sese-Ken", and "Ben-Maison" combinations, in particular, have total and per capita assessments that are high enough to assure an economically sound municipal organization; with per capita assessments which are four to seven times higher than Kirkland Lake. The King Kirkland Community has a substantially lower value of assessment. Nevertheless, its total assessment is about two times higher than that of Gauthier, and its per capita value is considerably greater than that of Larder Lake. Therefore, it should be able to provide a level of government services similar to these small organized municipalities. Of course, King Kirkland would be eligible for the full 25% provided by the Resource Equalization Grant.

TABLE 36 - COMPARISON OF POSSIBLE MUNICIPAL STRUCTURES  
WITH EXISTING MUNICIPALITIES IN AREA

MUNICIPALITY	TOTAL ASSES.* (IN \$000'S)	PERMANENT POPULATION	PER CAPITA ASSESSMENT
"ROUND LAKE" 1.	10,391	659	\$15,770
"SESE-KEN" 2.	7,747	324	\$23,910
"BEN-MAISON" 3.	2,975	129	\$23,060
KING KIRKLAND 4.	798	441	\$ 1,810
KIRKLAND LAKE	46,831	13,293	\$ 3,520
ENGLEHART	5,999	1,728	\$ 3,470
CHAMBERLAIN	2,481	389	\$ 6,380
LARDER LAKE	1,642	1,251	\$ 1,310
GAUTHIER	404	176	\$ 2,300

\* EQUALIZED

NOTES: 1. OTTO, MARQUIS, BOSTON, PACAUD  
2. BENOIT, MAISONVILLE, GRENFELL,  
EBY  
3. BENOIT AND MAISONVILLE  
4. LEBEL TOWNSHIP



A detailed cost and tax analysis has been completed for all four of the possible municipal organizations. The results are presented in Tables 37, 38, 39 and 40.

Table 37 outlines the calculations for the King Kirkland municipality. Of the \$24,000 required to maintain the existing level of services, about \$13,000 is provided by the Province and \$11,000 is required from taxes. The resulting mill rates would generate about \$9,000 in residential taxes, which corresponds to a 2% decrease compared to the current tax levels. From Table 18 of Chapter 5, the total number of seasonal and permanent residences is 175. Therefore, the tax required for municipal organization would be about \$50. per resident.

For the other possible municipalities (Tables 9,10,11), the residents would realize more substantial reductions in taxes; the tax levels under municipal organization would be 40% to 70% lower than those paid currently. This reduction in residential tax is possibly due to the taxation, under municipal organization, of the comparatively high commercial assessment in these areas, a substantial portion of which now contributes little that directly supports local services in the unorganized area. For example, most of the Trans Canada Pipeline in the area pays no road tax, since it is included in areas served by Statute Labour Boards, and these do not have the power to levy tax on the Pipeline. Adams Mine pays no road tax at all, since there is no roads board in the area. Also, the burden imposed by Provincial Land Tax is very slight; it can be seen from Table 30 that Adams Mine (Boston Township) pays less than \$1,000 annually.

Despite the above comments, the increase in commercial taxation under locally independent governments would not be

TABLE 37 - COST FOR INDEPENDENT GOVERNMENT  
KING KIRKLAND (LEBEL TOWNSHIP)

MODEL A - EXISTING LEVEL OF SERVICES

1. EXPENSES:	
a. MUNICIPAL SHARE OF SERVICES (TAX COLLECTION, ROADS, ETC-TABLE 3)	\$16,010
b. ESTIMATE FOR GENERAL EXPENSES (BASED ON GAUTHIER)	\$ 8,000
	<hr/>
TOTAL EXPENSES	\$24,010
2. PROVINCIAL GRANTS AND SUBSIDIES:	
a. BASIC PER CAPITA GRANT	\$ 2,880
b. ROADS SUBSIDY (50% COSTS)	3,000
c. SUPPORT GRANTS (21% NET LEVY)	3,810
d. EQUALIZATION GRANT (25% REMAINING LEVY)	3,580
	<hr/>
TOTAL GRANTS AND SUBSIDIES	\$13,270
3. NET COSTS AND REQUIRED MILL RATES:	
a. TOTAL REQUIRED FROM PROVINCE	\$13,270
b. TOTAL REQUIRED FROM TAXES	\$10,740
c. NECESSARY COMMERCIAL MILL RATE	15.47
d. NECESSARY RESIDENTIAL MILL RATE	13.15
4. TAX BURDEN ON RESIDENTS (PERMANENT AND SEASONAL):	
TOTAL TAXES PAID NOW	\$ 9,315
TOTAL TAXES REQUIRED - LOCAL GOVERNMENT	\$ 9,115

NET CHANGE IN TAX LEVEL - 2% DECREASE

TABLE 38 - COSTS FOR INDEPENDENT GOVERNMENT  
ROUND LAKE COMMUNITY  
(OTTO, MARQUIS, BOSTON, PACAUD)

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MODEL A - EXISTING LEVEL OF SERVICES

1. EXPENSES:	
a. TOTAL SERVICE COSTS (TABLE 3)	\$41,812
b. ESTIMATE FOR GENERAL EXPENSES (PART-TIME STAFF, OFFICE COSTS, ETC.)	\$20,000
	<hr/>
TOTAL EXPENSES	\$61,812
2. PROVINCIAL GRANTS AND SUBSIDIES:	
a. BASIC PER CAPITA GRANT	\$ 4,500
b. ROADS SUBSIDY (50% COSTS)	13,000
c. GENERAL AND N.O. SUPPORT (21% LEVY)	9,300
	<hr/>
TOTAL GRANTS AND SUBSIDIES	\$26,800
3. NET COSTS AND REQUIRED MILL RATES:	
a. TOTAL REQUIRED FROM PROVINCE	\$26,800
b. TOTAL REQUIRED FROM TAXES	35,012
c. NECESSARY COMMERCIAL MILL RATE	3.43
d. NECESSARY RESIDENTIAL MILL RATE	2.92
4. TAX BURDEN ON RESIDENTS(PERMANENT AND SEASONAL):	
TOTAL TAXES PAID NOW	\$14,860
TOTAL TAXES REQUIRED - LOCAL GOVERNMENT	\$ 3,676

NET CHANGE IN TAX LEVEL - 75% DECREASE

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TABLE 39 - COST FOR INDEPENDENT GOVERNMENT  
SESIKINIKA-KENOGAMI  
(BENOIT, MAISONVILLE, GRENFELL, EBY)

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MODEL A - EXISTING LEVEL OF SERVICES

1. EXPENSES:		
a. TOTAL SERVICE COSTS (TABLE 3)		\$37,580
b. ADDITIONAL GENERAL EXPENSES (EST.)		\$15,000
		<hr/>
	TOTAL EXPENSES	\$52,580
2. PROVINCIAL GRANTS AND SUBSIDIES:		
a. BASIC PER CAPITA		\$ 3,940
b. ROADS SUBSIDY (50% COSTS)		7,990
c. SUPPORT GRANTS (21% NET LEVY)		8,540
		<hr/>
	TOTAL GRANTS AND SUBSIDIES	\$20,470
3. NET COSTS AND REQUIRED MILL RATES:		
a. TOTAL REQUIRED FROM PROVINCE		\$20,470
b. TOTAL REQUIRED FROM TAXES		32,110
c. NECESSARY COMMERCIAL MILL RATE		4.31
d. NECESSARY RESIDENTIAL MILL RATE		3.66
4. TAX BURDEN ON RESIDENTS(PERMANENT AND SEASONAL):		
	TOTAL TAXES PAID NOW	\$13,870
	TOTAL TAXES IF ORGANIZED	\$ 7,270

NET CHANGE IN TAX LEVEL - 46% DECREASE



TABLE 40 - COST FOR INDEPENDENT GOVERNMENT  
"BEN-MAISON"  
(BENOIT, MAISONVILLE)

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MODEL A - EXISTING LEVEL OF SERVICES

1. EXPENSES:

a. TOTAL SERVICE COSTS (TABLE 3)	\$20,488
b. ADDITIONAL GENERAL EXPENSES (EST.)	\$ 8,000

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TOTAL EXPENSES	\$28,488
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2. PROVINCIAL GRANTS AND SUBSIDIES:

a. BASIC PER CAPITA	\$ 1,300
b. ROADS SUBSIDY (50% COST)	6,430
c. SUPPORT GRANTS (21% NET LEVY)	4,435

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TOTAL GRANTS AND SUBSIDIES	\$12,165
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3. NET COSTS AND REQUIRED MILL RATES:

a. TOTAL REQUIRED FROM PROVINCE	\$12,165
b. TOTAL REQUIRED FROM TAXES	16,320
c. NECESSARY COMMERCIAL MILL RATE	5.63
d. NECESSARY RESIDENTIAL MILL RATE	4.79

4. TAX BURDEN ON RESIDENTS(PERMANENT AND SEASONAL):

TOTAL TAXES PAID NOW	\$ 4,390
TOTAL TAXES IF ORGANIZED	\$ 2,480

NET CHANGE IN TAX LEVEL - 44% DECREASE

nearly as large as that previously discussed for the annexation alternative. Table 41 summarizes the financial impact of the independent municipalities on each township. It can be seen that the total increase in commercial taxation for all nine townships amounts to only about \$27,500, while there is an approximate \$16,000 decrease in total residential tax. Except for Lebel, the percentage decrease in residential taxation is substantial, varying from a minimum of about 30% for Boston, to a maximum of 84% for Benoit.

#### 6.5 COMPARISON OF ALTERNATIVES AND LOCAL GOVERNMENT RECOMMENDATIONS

The salient features of the three basic alternatives for local government are summarized in Table 42. It should be noted that all calculations apply for the same set of assumption, viz., the level of government services now existing in the area is maintained. The independent government values assume that all nine townships are organized into three structures, as discussed above.

The Provincial costs have been obtained from the data previously presented. It can be seen that the cheapest alternative for the Province, by a factor of about 2 to 1, is to maintain the existing unorganized status. The most expensive alternative is that of annexation.

The values listed for taxes show that, in general, the independent government alternative requires the least amount of residential taxes. Under this alternative, the residential taxes are about 47% less than those that are now paid, while they are less than those required for annexation by a ratio of 4.5 to 1. The unorganized status also results in the least amount of commercial taxes. However, it should be

TABLE 41 - INDEPENDENT LOCAL GOVERNMENT:  
FINANCIAL IMPACT ON TOWNSHIPS  
(TAX LEVELS IN DOLLARS PER YEAR)

NO INCREASE IN TOWNSHIP SERVICES

TOWNSHIP	TAXES PAID NOW		TAXES -LOCAL GOV'T		NET CHANGE	
	COMM.	RES.	COMM.	RES.	COMM.	RES.
BENOIT *	4,125	1,598	4,850	250	+17.6%	-84.4%
MAISONVILLE *	4,511	2,795	5,745	1,640	+27.4%	-41.3%
GRENFELL +	7,187	5,808	11,245	3,800	+56 %	-34.6%
EBY *	2,554	3,669	2,990	1,570	+17.1%	-57.2%
OTTO	4,965	7,578	2,430	1,750	-51.1%	-76.9%
MARQUIS	3,744	3,520	4,120	930	+10.0%	-73.6%
BOSTON	847	495	20,710	340	24 to 1	-31.3%
PACAUD	2,228	3,269	4,060	660	+82.2%	-79.8%
LEBEL	117	9,315	1,620	9,115	14 to 1	- 2.1%
TOTAL	30,278	38,047	57,770	20,050	+91%	-47.3%

\* THE "SESE-KEN" STRUCTURE IS ASSUMED

TABLE 42 - COMPARISON OF GENERAL LOCAL GOVERNMENT  
ALTERNATIVES FOR NINE TOWNSHIPS

ALL COSTS CALCULATED FOR  
NO INCREASE IN TOWNSHIP SERVICES

	REMAIN UNORGANIZED	ANNEXATION TO KIRKLAND LAKE	INDEPENDENT GOVERNMENT
RESIDENTIAL TAXES	\$38,000	\$89,040	\$20,050
COMMERCIAL TAXES	\$30,280	\$398,950	\$57,770
TOTAL TAXES	\$66,000	\$487,990	\$77,820
PROVINCIAL COST	\$29,400	\$67,500	\$60,540

ALL VALUES IN DOLLARS PER YEAR BASES ON 1976



that, for the independent government alternative, the increase in total commercial taxation amounts to about \$28,000, whereas for annexation, the increase would be about \$368,000, or thirteen times as much.

The correct interpretation of the data in Table 42 is essential. It should be recalled that the Provincial Costs listed do not represent total costs, but rather the costs to the Province in excess of those services which are assumed to remain constant under any alternative. Fixed services, not included in the data, are O.P.P. costs, library grants, OHRP grants. These costs, though excluded, are readily identifiable. There are others, however, which are more hidden in nature, such as advisory services, from Provincial ministries. We have made no attempt to estimate such hidden costs, since dollar values would be purely speculative and possibly misleading. Nevertheless, it should be realized that such hidden costs are probably larger under the unorganized status, since Provincial involvement in all local affairs is necessary.

A more realistic comparison of the annexation and independent government alternative, can be made by determining costs for increased spending levels in the townships. It was noted previously that the level of services, under annexation, would probably increase. This same condition would probably also apply to the independent government alternative. For example, King Kirkland might wish to improve its operation of the King Kirkland School House as a recreational centre. Volunteer fire brigades could be established in the "Round Lake" and "Sese-Ken" townships. These areas might also wish to renovate existing buildings to provide small community centres.

Table 43 summarizes the comparison of annexation and

independent government, under the assumption that there is a net increase of \$100,000 in the annual expenses for the nine townships. This is equivalent to a large additional expenditure since it is more than double the current operating costs. The assumed distribution of the \$100,000 among the township areas is arbitrary, but it roughly corresponds to the assessment ratios.

The data of Table 43 deserve careful scrutiny, particularly as they compare to the results shown in Table 42. With regard to township taxation levels, the same general relationships apply: both residential and commercial taxation annexation are much greater than they are under independent municipal governments. However, there is a substantial change in the Provincial cost relationships. Whereas for the minimum service level, Provincial costs under annexation were 11% higher than the independent government alternative, for the extended level of services shown in Table 43, the Provincial costs are 37% higher for annexation than for independent municipal governments. The reason for this change, is the Resource Equalization Grant, which must be paid to the annexed municipality due to its low per capita assessment, but which need not be paid to the independent governments (except for King Kirkland), due to the high assessments. Thus, as spending in the townships increases, the independent government alternative becomes increasingly more economical for the Province.

The effect on the Kirkland Lake taxpayer, of increased expenses in the township area under annexation, should also be noted from Table 43. Of the additional \$100,000 required for the townships, the Province provides \$46,000, so that \$54,000 must be collected from taxes. However, the Town of Kirkland Lake contains about 71% of the total assessment

TABLE 43 - COMPARISON OF ANNEXATION AND INDEPENDENT  
GOVERNMENT ALTERNATIVES FOR INCREASED  
SERVICES IN THE TOWNSHIPS

MODEL B - ASSUMED INCREASE IN EXPENSES  
PER YEAR ABOVE MINIMUM  
SERVICE LEVELS:

"ROUND LAKE"	\$65,000
"SESE-KEN"	\$30,000
KING KIRKLAND	\$ 5,000

TOTAL INCREASE	\$100,000 PER YEAR
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	CURRENT COSTS (UNORGANIZED)	ANNEXATION * TO KIRKLAND LAKE	INDEPENDENT GOVERNMENT
RESIDENTIAL TAXES	\$38,050	\$92,390	\$33,000
COMMERCIAL TAXES	\$30,280	\$410,600	\$122,000
TOTAL TAXES	\$66,000	\$502,990	\$155,000
PROVINCIAL COSTS	\$29,400	\$113,500	\$82,900

\* TAXES PAID BY THE TOWN OF KIRKLAND LAKE WOULD  
ALSO INCREASE BY \$38,000.

of the annexed municipality, so that the Town taxpayers must provide \$38,000, or about 71% of the total taxes required to meet the increased expenses in the townships.

It is obvious from the foregoing analysis that the alternative of annexation has little to recommend it from a financial viewpoint. It is, unquestionably, the most expensive alternative for the Province to maintain and it would be fundamentally unfair in the tax burdens i.e., in the way people pay for services received. Tax levels in the townships would increase tremendously, and most of the tax increase would be used to support services internal to the Town of Kirkland Lake. Only the Kirkland Lake resident would benefit, possibly, by a reduction in taxes, since the Town would be subsidized by the Township assessment. However, even this potential benefit would be offset by the fact that, for each net increase of spending for the townships, the Town taxpayer would provide about 70% of the funds required.

In the opinion of the SCC, the arguments against annexation are so compelling that this alternative is not viable in the study area. These arguments can be summarized as follows:

1. Residents of the Townships are unanimously and strongly opposed to annexation.
2. The Town does not have a need; its population has been declining for many years.
3. The Townships are distinctly different from the Town, in their historical and social relationships.
4. Economic conditions in the Townships and the Town are relatively independent. There is no significant cost to Town taxpayers, for providing any services to the Townships.



5. Annexation is the most costly alternative for the Provincial Government. Annexation would create a large, poor municipality, in which the assessment is so low that the Province would be required to pay the maximum Resource Equalization Grant.
6. Annexation would result in greatly increased taxes for the Townships, especially for the commercial sector of the Township economy.
7. Annexation would result in tax relationships that are fundamentally unfair to both Town and Township taxpayers, in terms of the taxes paid for services received.
8. Annexation, or any other form of area-wide government with control centered in Kirkland Lake, would not be locally responsive with respect to the unorganized area.

Accordingly, we make the following recommendation.

RECOMMENDATION

- 6 - 6. Subject to Recommendation 6-14, dealing with the Kirkland Lake Annexation Request, none of the Townships of Benoit, Maisonville, Grenfell, Eby, Otto, Marquis, Boston, Pacaud and Lebel, should be annexed to the Town of Kirkland Lake.

The above discussion applies to the possibility of annexation with Kirkland Lake. There is also the possibility of annexation of the South half of Benoit Township to Black River-Matheson. In this case, however, an economic analysis

is not relevant. As discussed under input in Chapter 3, the Township of Black River-Matheson has indicated that they are not interested in annexation, if this is not desired by the Benoit residents; the residents, as previously noted, are strongly opposed to such annexation.

We, therefore, recommend as follows:

RECOMMENDATION

6 - 7. The southern half of Benoit Township should not be annexed to the Township of Black River-Matheson.

Given the fact that annexation is not viable, the fundamental question is to determine whether the Townships should be left unorganized or whether they should form small, independent municipalities.

The advantages and limitations of the unorganized status have been discussed previously in this Chapter. In contrast, the possibilities offered by independent municipalities create a number of distinct advantages:

1. Township residents would have an accessible, local structure for dealing with local problems, needs and desires (roads maintenance, land-use planning, fire protection, etc.).
2. Township residents would have an organized, recognized and representative voice for bringing their opinions to bear on problems of wider importance (regional planning and development, environmental pollution, etc.).

3. There would be a more equitable distribution of commercial taxes, residential taxes and Provincial funding; the commercial sector would contribute its normal share for area services, and the Province would contribute on the same basis as it does to other organized communities. Resource Equalization Grants would not be necessary for most townships due to their high assessments.

In addition to the above, independent government in the townships is affordable. For all townships except Lebel, the present level of services can be maintained with a tax burden that is substantially less than that paid now. Even in Lebel, independent government could be realized with a net reduction in taxes.

In view of the positive gains that can be made by independent local government, there are few disadvantages. Provincial costs would be somewhat higher for municipal organization, but the cost increase is probably less than our analysis predicts, due to hidden costs that are associated with direct Provincial involvement at the local level under the unorganized status. Regardless of the hidden costs, the increases in Provincial expenditures would be small, and we believe that it is justified in terms of the benefits associated with the formation of a locally responsive governmental structure.

As discussed previously in this report, the SCC has adopted the policy that it should not recommend alternatives for any area, which are opposed to the wishes of the

residents of that area. In all populated townships except Grenfell, the response to the public meeting questionnaire showed that independent government was favoured about as much as, or more than, the unorganized status. In Grenfell Township the response showed that residents of this township preferred the unorganized status to independent government, by a ratio of 4 to 1. However, it is possible that this preference might change after publication of this report.

We recommend as follows:

#### RECOMMENDATIONS

- 6 - 8. Three Independent Municipal organizations should be formed to include the townships of Benoit, Maisonville, Eby, Otto, Marquis, Boston, Pacaud and Lebel.
- 6 - 9. A single municipality should be comprised of Lebel Township with the western boundary located one mile east of its present position.
- 6 -10. A single municipality should be comprised of the townships of Otto, Marquis, Boston and Pacaud, with the southern boundary to be coincident with the boundary of the Kirkland Lake Board of Education region.
- 6 -11. A single municipality should be comprised of the townships of Benoit and Maisonville, with the northern boundary to be coincident with the southern limit of Black River-Matheson.
- 6 -12. Pending the implementation of Recommendation 6-11 above, a referendum should be held in Grenfell Township to determine if township residents wish to remain unorganized, or join the Benoit-Maisonville municipality. If the latter is selected, Grenfell Township should be included in the municipality.



6 -13. In the event that Grenfell Township is included in the Benoit-Maisonville Municipality, Eby Township should be included also. Otherwise, Eby Township should be included in the Municipality composed of Otto, Marquis, Boston and Pacaud Townships.

The proposed municipalities are shown on the map of Figure 20.

The change in the boundary of Lebel Township, described in Recommendation 6 - 9, is necessary to accommodate our recommendation relating to the Kirkland Lake annexation request. As noted previously in the report, the Town of Kirkland Lake has formally requested the annexation of Bernhardt and Morrisette Townships, as well as the 2 mile wide by 3 mile long, northeast corner of Lebel Township. The SCC is in agreement with the proposition that the Town of Kirkland Lake should control the Municipal Airport and its access road, Airport Road. However, we do not totally support this annexation request.

The residents of Morrisette Township have shown unanimous opposition to annexation through the questionnaires, by a factor of 5 to 1. This choice can be accommodated by annexing only the southern portion of Bernhardt and Morrisette, so as to include the municipal airport, but not include the Nettie Lake area.

The reason given for the annexation of the portion of Lebel, is to provide Kirkland Lake with control of its water supply, as well as the small segment of Airport Road which runs through the very northwestern tip of the Township. However, the water supply basin is much larger than Gull Lake,

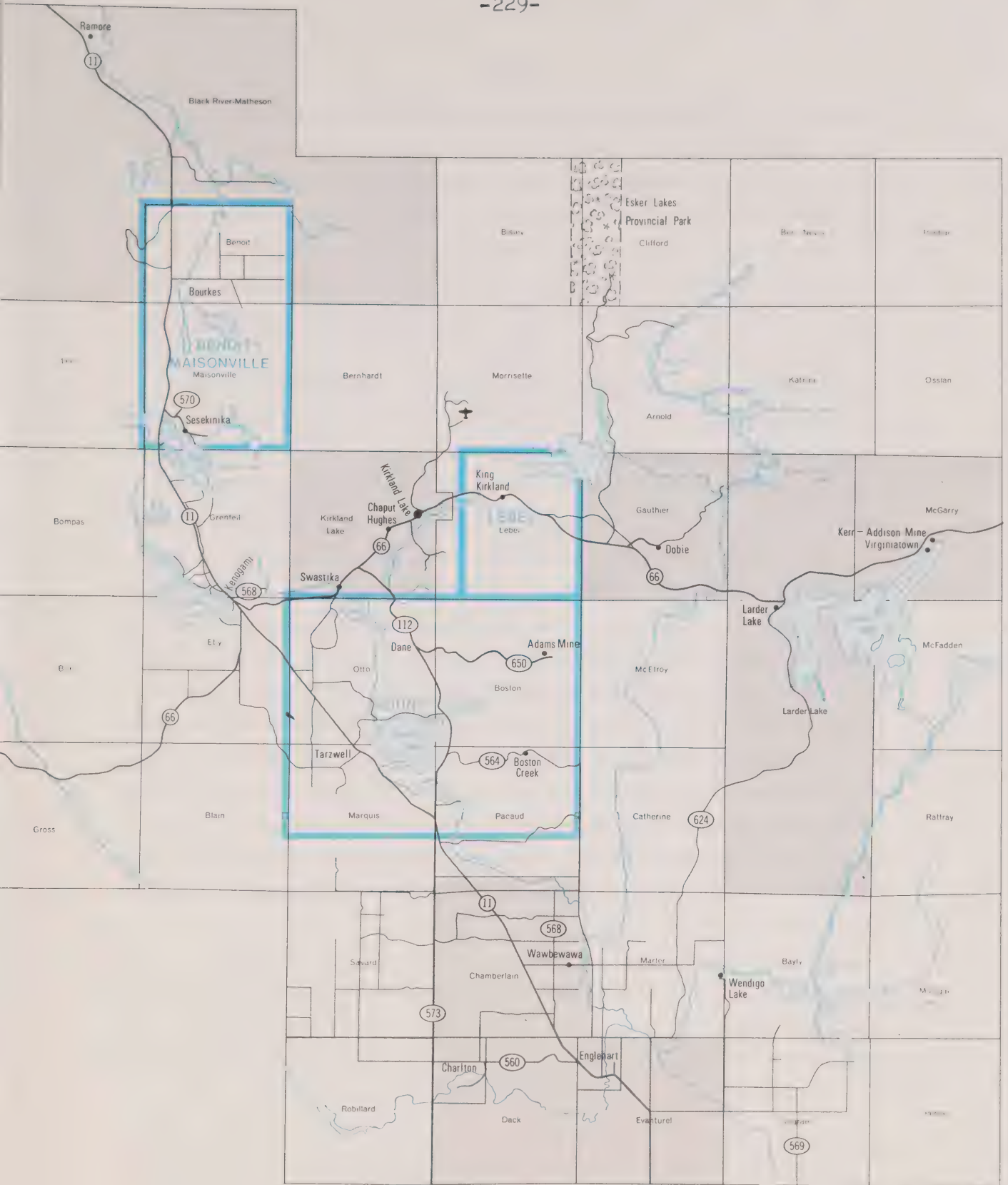
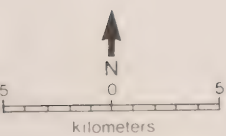


Figure 20  
Proposed Municipal Areas



and there already exists, through the Timiskaming Health Unit, adequate control of the entire drainage basin. Thus, the problem of assuring proper water quality is solved under the present status, and annexation could offer no benefit.

Despite the foregoing, the SCC believes that Kirkland Lake should annex the western 1 X 6 mile strip of Lebel. Portions of this area have already been annexed to ensure, for example, that the District Hospital is located within Kirkland Lake. Annexing the entire strip would thus consolidate the boundary. In addition, it would give Kirkland Lake control of that part of the Airport Road located in Lebel Township. Perhaps the most significant advantage to this annexation, however, would be the incorporation of the Harvey Kirkland community within the Town of Kirkland Lake. As noted in Chapter 3, Harvey Kirkland is comprised of about twenty homes located in Lebel Township, immediately adjacent to the Town boundary, with access provided only by an extension of a Kirkland Lake street. Our only input from this area suggests that the residents would be in favour of annexation. In the opinion of the Committee, Harvey Kirkland is a de facto part of Kirkland Lake, and annexation is required to formally incorporate the community, so that it can share fully in municipal benefits as well as responsibilities.

According to the above, we make the following recommendations:

#### RECOMMENDATIONS

- 6 -14. The Town of Kirkland Lake should annex the southern portion of Bernhardt and Morrisette Townships, so that the northern boundary of the annexed area would include the Municipal Airport, but would not include the Nettie Lake cottage area.

6 -15. The Town of Kirkland Lake should annex the western one-mile strip of Lebel Township, as to include the Airport Road and the community of Harvey Kirkland.

## 6.6 MUNICIPAL STRUCTURES

No form of municipal organization possible under existing legislation, is suitable for the independent municipalities recommended in this report. Organized Township Municipalities now require a population of 1000. Although small communities can be erected into Improvement Districts if the population is greater than 50, this form of government is designed for unorganized areas experiencing sudden and rapid growth, to provide an immediate, interim organization until more permanent and stable conditions can be achieved. Additionally, the Improvement District is a supervised organization, administered by three appointed trustees. Not only are the rapid growth conditions not applicable to the study area, but the supervised nature of the organization necessitates an undesirable degree of Provincial involvement, and denies the local responsiveness that is obtained with democratically elected councils.

We have examined closely the type of organization proposed under Bill 102, which was introduced to the legislature but subsequently withdrawn. The proposed legislation was an attempt to establish some limited type of municipal organization for small isolated Northern Ontario communities. The object communities were those isolated from existing municipalities, and which had urban, as opposed to rural, development patterns, with comparatively high housing densities and a consequent need for municipal services; the same



communities which are today the recipients of the Isolated Communities Assistance Fund.

Bill 102 was withdrawn from legislation primarily because it did not find support among the isolated communities. We have studied the briefs submitted by UCANO, as well as the government response. The UCANO brief insisted, as a fundamental criticism of the Bill, that problems in the communities were basically financial in nature, and not exclusively organizational, and thus Bill 102 would not work towards the solution of these problems, since no provisions were made for special funding. Another criticism was that Bill 102 would create quasi-municipalities without some of the responsibilities and powers of other types of municipal organizations. Chief among those missing were the power to pass general by-laws and the power to exercise planning authority. It was felt that the lack of those powers available to other types of municipalities under the Municipal Act, would severely limit the effectiveness of the Bill 102 Community.

The characteristics of the area described in this study are, for the most part, are distinctly different from those of small isolated communities. Primarily the settlement pattern is rural, with low population and housing densities, and the consequent impossibility of providing ordinary municipal services such as sewage and a centralized water supply. The only possible exception to this condition is King Kirkland. Problems in the study area are not financial. To the contrary, if the recommended municipalities were created, they would be among the richest in the area.

The basic need to be answered by municipal government in the unorganized area, is the creation of a truly local,

responsive, democratically representative organization, which can be effective in maintaining the mix of lifestyles most desired by the residents. It is not necessary to develop a complex of committees, officials and municipal employees. Indeed, residents who have favoured independent government have continually stressed the necessity of maintaining a simple, though effective, structure.

In the immediate future, there are two basic responsibilities that should be fulfilled by the independent municipalities. These are local roads maintenance and land-use planning (in addition to other standard services discussed above).

The most immediate benefit of the municipal organization recommended in this report, would be a more efficient and economical way of maintaining the local roads system. No longer would it be necessary for MTC to administer a bewildering variety of local boards. In addition, there would be an adequate tax base to assure good quality in the roads maintenance program. It must be realized, however, that it need not be necessary for the municipalities to perform roads work with their own equipment and employees; instead, they should contract the work with MTC in a manner similar to the operation of Local Roads Boards. The administrative work and planning of the maintenance program, would be done with a part-time roads supervisor employed by the municipality.

In the opinion of the SCC, it is essential that the new municipalities assume the responsibility of land-use planning. It is absurd for local land-use to be controlled from a Ministry office located 400 miles away. Thus, Section 32 restrictions are still imposed on most of the area, under which it is unlawful to use any land for permanent residences,

as described in Chapter 3. This restriction is being consistently ignored, presumably because it is impossible to enforce without undue expense. Nevertheless, while it exists, it embodies a potential for arbitrary control by remote and unresponsive agencies.

We have studied with care the recently released Report of the Planning Act Review Committee, and we agree, in substance, with most of the major proposals. In particular, we agree with the recommendations that municipal councils should be assigned the final authority over all their own planning instruments (Proposal 7), subject to suitable appeal procedures.

We believe that the elected councils of the new municipalities would form the ideal bodies for the preparation of local planning guidelines and their implementation. The ineffectual Section 32 restrictions could accordingly be rescinded.

In addition to the essential functions of roads maintenance and land-use planning, the new municipalities could explore, over a period of time, possibilities for improving conditions in their area, such as the creation of a minimum form of fire protection. It has sometimes been contended that a number of small, independent municipalities would create the possibility of wasteful competition for resources and services. We have become convinced, however, that exactly the reverse would be true; that the new municipalities would form an organizational framework for cooperative action throughout the area.

An example of the above, would be the creation of a Regional Planning Advisory Board, with membership from each

municipality, including the Town of Kirkland Lake. It is recognized that there is a network of interdependent relationships within the study area, that is common to any populated region of Northern Ontario. A planning advisory board would be well-suited to develop principles and strategy for the cooperative development of the region. So long as the board functions in an advisory capacity, with membership comprised of representatives of independent municipal organization, with no fear of dominance or coercion, there would not exist the resentment and acrimonious competition that has plagued large-area or regional municipalities.

Finally, it should be stressed that, in the opinion of this Committee, the relative smallness of the population of the proposed municipalities offers no impediment to their function. The Improvement District of Gauthier has functioned well and quite independently for many years, with only nominal Provincial involvement, despite its population of less than 200. Similarly, the Organized Township of Chamberlain provides efficient and effective local government for the residents of that township, although its population is 389, considerably less than the value now required by The Municipal Act, and also considerably less than the population of the proposed "Round Lake" and King Kirkland municipalities. We believe, in fact, that the very smallness of the municipalities serves to enhance the quality of local government. For example, the "town meeting" can become an effective and production vehicle for participatory decision-making; this has been well-illustrated throughout the course of this study. With the opportunity that would be afforded, for a high level of individual involvement with local self-government, it is possible for these municipalities to function with a degree of concern and commitment that is now unknown, and perhaps impossible, in our large, urban-centered



organizations.

We have made no attempt to write detailed legislation describing proposed municipal structure. It is the intention of the SCC, that the municipal organization should be flexible, allowing for a simple structure to meet initial needs, without inhibiting future potential. Accordingly, we have discarded the possibility of quasi-municipalities, with their inherent crippling limitations. We trust that our intentions are suitably embodied in the following recommendations.

#### RECOMMENDATIONS

- 6 -16. The independent government structure recommended in this study, should be known as an "Organized Municipal Community", (OMC).
- 6 -17. The decision-making body of the OMC should be a 3-member Community Council comprised of citizens elected in accordance with the usual provisions of The Municipal Act.
- 6 -18. The powers of the Community Council should include the ability to exercise planning instruments, levy municipal taxes, pass general by-laws, and other powers granted to an Organized Township under The Municipal Act.
- 6 -19. The duties and responsibilities of the Community Council should include the development and implementation of planning policies, as well as those normally ascribed to an Organized Township under The Municipal Act.
- 6 -20. The Community Council shall appoint an Administrative Secretary who will perform the normal functions of clerk, treasurer, tax collector and welfare administrator as prescribed in statute. This appointment may be a part-time position.

RECOMMENDATIONS

- 6 -21. The Community Council shall appoint a Roads and Lands Superintendent, who will coordinate and supervise the roads maintenance program, carry out the mandatory enforcement of the Ontario Building Code, and supervise the implementation of planning policy. This appointment may be a part-time position.
- 6 -22. Following the implementation of the Organized Municipal Communities, a Regional Planning Advisory Board should be created, comprised of a single member from each OMC, as well as the municipalities of Kirkland Lake, Gauthier, and Larder Lake, the purpose of this Board to develop and recommend on area-wide planning strategies and development policies.

ACKNOWLEDGEMENTS

Our Committee is indebted to many people who have made this work, and our approach, possible.

We would like to express our appreciation to Mr. Bob Bain, who had a high enough regard for the democratic process, to choose to have the committee members elected, rather than exercise the normal political expedient of appointment. Our approach would not have been possible without the forum provided by the public election meetings.

We are also grateful to the Hon. Keith C. Norton, who made a truly local and representative committee a reality, by proposing a revised study in response to our resignations and the township petition. It has been reassuring to know that it is still possible for a small number of people in the North to influence ministerial decision-making.

Bill Winegard has worked with us in a resource capacity for more than a year. He has had the tact, the patience and the self control, to maintain an effective working relationship despite much criticism and many long and arduous disagreements. We are grateful for his diligent efforts to provide us with the seemingly endless variety of information which we required.

We are proud of the fact that this report might help to preserve some of the unique history of this region, and we are indebted to L.H.T. Irvine for providing the time and the expertise which made this possible.

The telephone survey was fundamental in the study, in that it provided one of the very few direct sources of

statistical data for the study area. This would not have been possible without the skillful assistance of Mrs. Bonnie Murrey.

We are grateful to Mr. and Mrs. Roger Bartlett for the aerial photography, and to Steve Malciw for his excellent photography and graphics work.

Mr. T. Savela's suggestions and discussion on some of the economic theory have been invaluable.

Our secretary, Mrs. Lynn Troke, has worked with us for six months. The high quality of her work, and her personal commitment to the study, have made our task much easier than it otherwise would have been.

Finally, and most importantly, we owe an irrepayable debt to the residents of the unorganized area. We are very grateful for their continued confidence, and we have always known that there were many ready to help us, whenever it was needed. Their ideals, their deep concern and their determination have been a constant source of inspiration. Each of us is proud and grateful to be a part of these communities, and we hope that this report does justice to their expectations.



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SUMMARY OF RECOMMENDATIONS

Note: The first number in the recommendation number, signifies the chapter in which the recommendation was made.

- 1 - 1. In situations which involve the extension of planning or municipal control to unorganized areas, full and complete disclosure of all relevant materials (records, reports, correspondence, etc.), and a formal and complete statement of the interests of the neighboring municipalities in the unorganized areas, should be made to the residents of the areas concerned, as a prerequisite to pursuing a local government study.
- 1 - 2. Residents of the unorganized areas, as well as residents of the involved municipalities, should be given the opportunity of providing input to the formation of any local government study proposal, after being appraised of the local situation as in 1 - 1 above. Such input should include opportunity to answer the following questions:
  - a. Is a study desirable and/or necessary?
  - b. What questions should a study attempt to answer?
  - c. Who should conduct the study? How?
  - d. What procedures should be followed after the study is completed?

This input can be obtained through public meetings and/or written briefs.

- 1 - 3. Representatives of the Provincial Government should not sit on local government study committees as voting members. Their participation should be in an advisory/resource capacity only.
- 1 - 4. In studies which involve the extension of municipal government or planning control to unorganized areas, the study committee should be composed exclusively of representatives determined by public election by the people in those areas.
- 3 - 1. The Pits and Quarries Act should be revised to bring suitable controls to bear on the operation of gravel pits throughout the North. These controls should include the specification of adequate fencing, suitable maintenance procedures and inspection procedures, to ensure their safe operation.
- 3 - 2. Until such time as revisions to the Act can be implemented, all gravel pits within one mile of residential areas, should be required to install six feet high chain link fencing, and to reduce the gradient of the pit walls so as to ensure that cave-in is not possible.
- 3 - 3. In cases where the Ministry of Housing or the Ministry of Natural Resources, determines that it is advisable to place designated areas under Section 32 or Section 17 Orders, the Ministries should make public announcement of this intention, together with all specific reasons for the proposed action, and subsequently hold public hearings in the area to solicit public input and to determine if any suitable alternative course of action exists. This procedure should be mandatory before Section 17 or Section 32 orders are imposed.



- 3 - 4. Section 17 and Section 32 of the Public Lands Act and the Planning Act, respectively, should be amended to automatically limit the term of application of Ministerial Orders made under the sections, to a period not to exceed 3 years. It should be mandatory for the Minister to hold public hearings and to show cause, in order to extend the term of application for each additional period of 3 years.
- 3 - 5. The Ministry of Housing, should conduct a Public Inquiry to determine:
  - a. The legality of lot sales that have transpired from Plan M-114.
  - b. The means by which previous purchasers can gain either title to their land or appropriate restitution.
- 3 - 6. Pending the results of the above inquiry, further sale of lots by King Kirkland Gold Mines should be suspended immediately.
- 3 - 7. The Provincial Government should provide sufficient funding to the Town of Kirkland Lake, so that it can:
  - a. Bring sanitary sewage service to all unserved areas in the municipality, including Chaput Hughes.
  - b. Provide effective sewage treatment facilities in Swastika, including nutrient removal from sewage effluent.
  - c. Enlarge and otherwise modify the Kirkland Lake sewage treatment plant so that it can accommodate the additional servicing, provide for effective nutrient removal and minimize the spring run-off problem.

- 3 - 8. Until such time as the measures in Recommendation 3 - 7 are completed, the Provincial Government should not provide any additional funds for the development of Culver Park on Otto Lake; rather, such funding should be used to support the development of adequate sanitary sewage facilities. Furthermore, the Ministry of Environment should veto further Kirkland Lake subdivision development.
- 3 - 9. An Action Group should be formed immediately, in the entire area affected by Blanche River pollution, to take whatever legal and political action that may hasten the end of pollution in the river.
- 6 - 1. Arnold and McElroy Townships should remain unorganized.
- 6 - 2. The Townships of Catherine, Marter and Bayly should remain unorganized.
- 6 - 3. The Ministry of Transportation and Communications should conduct an investigation of the maintenance costs of local roads in the area, to determine the reasons for the 10 to 1 variation in average mileage costs, and to recommend ways to reducing the unusually high costs of some of the Boards, especially Otto and Bourkes.

- 6 - 4. All Statute Labour Boards in the area, in conjunction with the Ministry of Transportation and Communications, should investigate the possibility of becoming Local Roads Boards, to take advantage of the enhanced grant structure and to enable the taxation of certain commercial property and crown lands not accessible to Statute Labour Boards.
- 6 - 5. All unorganized communities should acquire membership in UCANO East, to utilize the opportunity for input afforded by this organization.
- 6 - 6. Subject to Recommendation 6-14, dealing with the Kirkland Lake Annexation Request, none of the Townships of Benoit, Maisonville, Grenfell, Eby, Otto, Marquis, Boston, Pacaud and Lebel, should be annexed to the Town of Kirkland Lake.
- 6 - 7. The southern half of Benoit Township should not be annexed to the Township of Black River-Matheson.
- 6 - 8. Three Independent Municipal organizations should be formed to include the townships of Benoit, Maisonville, Eby, Otto, Marquis, Boston, Pacaud and Lebel.
- 6 - 9. A single municipality should be comprised of Lebel Township with the western boundary located one mile east of its present position.

- 6 -10. A single municipality should be comprised of the townships of Otto, Marquis, Boston and Pacaud, with the southern boundary to be coincident with the boundary of the Kirkland Lake Board of Education region.
- 6 -11. A single municipality should be comprised of the townships of Benoit and Maisonville, with the northern boundary to be coincident with the southern limit of Black River-Matheson.
- 6 -12. Pending the implementation of Recommendation 6-11 above, a referendum should be held in Grenfell Township to determine if township residents wish to remain unorganized, or join the Benoit-Maisonville municipality. If the latter is selected, Grenfell Township should be included in the municipality.
- 6 -13. In the event that Grenfell Township is included in the Benoit-Maisonville Municipality, Eby Township should be included also. Otherwise, Eby Township should be included in the Municipality composed of Otto, Marquis, Boston and Pacaud Townships.
- 6 -14. The Town of Kirkland Lake should annex the southern portion of Bernhardt and Morrisette Townships, so that the northern boundary of the annexed area would include the Municipal Airport, but would not include the Nettie Lake cottage area.
- 6 -15. The Town of Kirkland Lake should annex the western one-mile strip of Lebel Township, as to include the Airport Road and the community of Harvey Kirkland.



- 6 -16. The independent government structure recommended in this study, should be known as an "Organized Municipal Community", (OMC).
- 6 -17. The decision-making body of the OMC should be a 3-member Community Council comprised of citizens elected in accordance with the usual provisions of The Municipal Act.
- 6 -18. The powers of the Community Council should include the ability to exercise planning instruments, levy municipal taxes, pass general by-laws, and other powers granted to an Organized Township under The Municipal Act.
- 6 -19. The duties and responsibilities of the Community Council should include the development and implementation of planning policies, as well as those normally ascribed to an Organized Township under The Municipal Act.
- 6 -20. The Community Council shall appoint an Administrative Secretary who will perform the normal functions of clerk, treasurer, tax collector and welfare administrator as prescribed in statute. This appointment may be a part-time position.
- 6 -21. The Community Council shall appoint a Roads and Lands Superintendent, who will coordinate and supervise the roads maintenance program, carry out the mandatory enforcement of the Ontario Building Code, and supervise the implementation of planning policy. This appointment may be a part-time position.

- 6 -22. Following the implementation of the Organized Municipal Communities, a Regional Planning Advisory Board should be created, comprised of a single member from each OMC, as well as the municipalities of Kirkland Lake, Gauthier, and Larder Lake, the purpose of this Board to develop and recommend on area-wide planning strategies and development policies.



## APPENDIX A - MAJOR CORRESPONDENCE

### INDEX

1. Hon. Keith C. Norton to Hon. R. Bain, July 8, 1976
2. Hon. W. Darcy McKeough to Mayor S. S. Johnston, Aug. 8, 1976
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July 8, 1976.

Mr. Robert Bain,  
M.P.P. - Timiskaming,  
Box 86,  
New Liskeard, Ontario.  
P0J 1P0

Dear Bob:

Thanks for your letter of June 10th, and I am sorry that my last letter didn't seem clear.

First, to clear up the relationship between Leo's letter and mine. Leo was not referring to what I would call a study, but to the ongoing process of summing up and drawing together the experience of various Ministries in the North and of developing Provincial policies to improve on current practice. Naturally, any issue in the North has to involve questions of local government, planning and housing, resources development, environmental concerns, and the list goes on.

We think, therefore, that it should be a priority to develop and maintain better co-ordination of the Provincial Ministries in the North, as well as to make better use of municipal governments for that purpose, where feasible. It is this to which Leo was referring. One such effort, right at the moment, is a review of the effectiveness and procedures for Provincial development controls in unorganized territory (being co-ordinated by the Ministry of Housing).

While certainly not unrelated, the local government study to which we have agreed is a different thing. First, it proposes to deal only with the Kirkland Lake-centred area, rather than the North generally. Second, it is truly a

"study", because it has to examine the relationship between existing municipal structure and the problems facing the people of the area, and to seek workable but as-yet-unknown solutions to those needs.

These needs, for a start, include the Town's need to plan for and control community development and community services; the unorganized residents' need for better and more responsive government services and controls; and the Province's need to ensure that the total package of government responsibilities is parcelled between levels of government in the most effective, accountable and co-ordinated manner.

You ask a number of questions about the timing and process of the Study, to which, if I may, I'll get back in a moment. First, though, I want to set out for your consideration a number of basic tenets which we see in setting a framework for local government around urban areas in the North. These are the attitudes with which we approach the Study and the philosophical considerations by which we hope the Study will proceed.

Perhaps the best way is to set them out as a number of "propositions" for your consideration.

- (1) To the maximum feasible extent, responsibilities for decisions about local services and issues should rest in the hands of the local level of government rather than the Provincial level. This contention is backed by three arguments.

In the first place, because local government is more closely and exclusively representative of the local community, because it is "closer to the scene", its decisions about what mix of services to provide, what level of services to provide, and what administrative practices to adopt are more likely to be responsive decisions.

In the second place, being more immediate to political supervision and requiring less hierarchy, local administration is expected to be well co-ordinated and more efficient.

Lastly, a remote Provincial government performing what are community-oriented services will lead to a confused and disjointed perception of government, which, in turn, leads to a weaker and less vital system of local government. Strong local government, however, is required to form the basis of a healthy democracy in this Province.

- (2) Ideally, a municipal unit will be able to provide for its constituents a variety of services, to an adequate professional standard, and at a reasonable price-tag. For responsibilities to be assumed locally at an economical scale, the municipality must have the necessary population, area, or volume of business to justify undertaking various types of activity, and must have the necessary tax base to support the expenditure.
- (3) The area which makes a sensible municipal jurisdiction extends as far as the area which shares a community of interest from a social and economic perspective. Social and economic bonds may be expressed by relationships between residence and places of employment, between commercial facilities and their customers, between public service facilities and their users, between community press and radio and their audience, between various government activities and their established administrative boundaries. These various indicators may conflict, but a general pattern normally emerges. This pattern provides common interests for a municipal government to satisfy, common problems for it to handle, and a community-wide knowledge of events and personalities so that elected representatives will reflect the opinions and priorities of the electorate.
- (4) It is suggested, as a general proposition, that a single-tier of local government, as is traditional in Northern Ontario, is much preferable to a two-tier structure. The single-tier permits government priorities to be selected and acted upon in a comprehensive fashion, without the artificial impediment of fragmented responsibility. It presents a clearer picture to the electors, and gives better representation to the common elements of a community, rather than enshrining divisive influences. Finally, it avoids administrative duplication, and permits the realization of savings and greater co-ordination.
- (5) The organization and procedures of municipal government should emphasize the authority of the elected council, rather than the fragmentation and diffusion of authority through special-purpose bodies. Again, the objective is to stress, as much as is reasonable, a clear and simple exercise of decision-making responsibility, and an integrated and co-ordinated administration. Local democracy requires that the community be able, through the ballot, to hold its representatives as closely accountable as possible for money spent and decisions made (or left unmade).



- (6) Area residents to whom the benefits of municipal government are generally available, by virtue of their proximity to an urban centre, should contribute an equitable share toward the cost of maintaining this government and providing general benefits. Traditionally, this means that they will pay the general rate of the municipal property tax according to the accepted basis - the assessed value of their property (subject to point 8 below). The same principle applies to area industrial and commercial residents, who may not only require municipal services in their own right, but whose prosperity, in the long run, owes much to the quality of services which maintain the area's community life and environment.
- (7) Planning is a key function of municipal government. By this means, the community makes sure that development is orderly and advantageous from an environmental, health and aesthetic point-of-view, and in terms of building standards and servicing. It tries to avoid expensive sprawl, sub-standard development, the degradation of local resources and environmental quality, and the imposition of an alarming burden on the municipal (or Provincial) taxpayer. In addition, proper planning is a significant management and budgetting tool whereby the municipality can safeguard its financial health by predicting and governing its revenue sources, its expenditure needs, and its borrowing requirements.

It might be said, more generally, that planning is the process through which a government gives expression to the community's expectations and priorities, and by which it governs future actions. In our view, therefore, truly effective municipal planning cannot be separated from the question of full municipal jurisdiction. Moreover, if a municipality is to control development and allocate orderly and efficient land uses in the future, its area must effectively cover the total area which is dependent upon a certain centre, and within which it would be economically feasible for an individual or firm to want to locate his house or business.

Without a municipality having the territorial and administrative scope to develop and implement such plans, they will either not be developed or the Province will have to fill in the local gap. The former results in chaos, and the latter in an unacceptable level of Provincial involvement in local matters.

- (8) Notwithstanding any of the above propositions, a municipality's structure should go to all reasonable lengths to take account of differences within its area, such as different backgrounds and problems, or different types of services being provided. Without jettisoning the principle of "representation by population", for instance, there should be provision for sub-municipal communities to be constituted as wards, and to be represented on council by members of their own choosing. There should be provision for council to appoint committees in these areas which might advise council on particular problems, or help to manage particular facilities. There should be provision for "area-rating" the cost of certain services, such as municipal water supply and sewage treatment, which are not generally available or of benefit to the whole municipal area.

In a nutshell, what is at stake is a choice - a municipal government that has a capacity to deal with common problems effectively and be accountable to the whole community; or, a number of municipalities who, in the name of "identity", perpetuate a wasteful competition for resources and facilities, who fail in the end to meet common local needs and problems, and who end up leaving the door open for Provincial intervention in local matters. This might sound somewhat prejudicial, but essentially it is the test against which one measures effective local government.

By no means, however, does it mean that we've already decided on the answers. In most ways, I think you can see, these are just general (almost "motherhood") statements of our feelings about local government which have been known for some time, and about which there is no sense "beating around the bush". Let me just outline, though, the sort of question which still has to be answered.

Where, for instance, does the community-of-interest with the Town of Kirkland Lake end? Does it make sense to say that it extends to the Larder Lake area, or up to Bourkes? What about Dobie, the Round Lake area, the Kenogami Lake area, or the Sesekinika Lake area? Or, closer in, what about King Kirkland or Dane?

What are the practical limits over which a stable and competent local government can extend its services at a minimum marginal cost? What sort of an area, for instance, could a building inspector, planning department, tax collector, elections staff, or road engineer cover without prohibitive costs?

If various smaller communities do not share a community of interest with the Town, or could not receive local services with it economically, what alternatives may be devised in order to bring (or enhance) strong local

government to these areas as well?

What revenue-raising and financial practices should be spelled out for any proposed structure (s) in order to ensure that residents pay a legitimate share toward the cost of making municipal benefits available to them, even though, in the past, they may have paid less than their share to have available services such as libraries, recreation, industrial promotion, and possibly fire protection.

By the same token, how can we ensure that people do not pay toward services, such as piped services, if they can receive no benefit? What provisions and practices should be promulgated to maintain the financial well-being of the municipal corporation(s) as a whole?

What should be the provisions for municipal representation, including ward boundaries, to ensure that a council can give a common and purposeful voice to needs and problems which confront the whole municipal area, while still giving adequate voice to the different needs and backgrounds of very local areas?

What responsibilities, under what conditions, could the proposed council (s) reasonably take over from other local government agencies and the Provincial level?

In your letter, Bob, you stated that the seven townships (and, by inference, other small communities in the general Kirkland area) "have a legitimate desire to exist as independent separate communities". One of the things to be discovered, I think, is the extent to which they really are independent and separate. We have to speculate, too, I think, about how meaningful is this independence when they are not covered by any viable municipal government through which to speak for themselves, serve themselves, regulate themselves, and handle their problems.

You went on to say "all communities deserve the right to grow and prosper, whether large or small". Leaving aside the question of what, really, is the community for all intents and (municipal) purposes, and whether growth and prosperity in one place might not just be siphoning away the growth and prosperity of its neighbours, I couldn't agree with you more. Believe me when I say that this Study is not in any way a "plot" against these small communities or the welfare of the people in them. Quite the opposite. I believe - and I'm sure you do - that effective municipal government gives a big boost to people's welfare, both in terms of democracy and in terms of quality of services.



Within the limits of the general, theoretical remarks I made earlier, I am quite sincere when I say we 'don't have the answers. We have an idea what we're after in our belief in a strong system of local government, but how to get it in the Kirkland Lake area is another thing.

Enough's said on this score for one letter. I do hope, however, that you will give these lengthy remarks your close consideration. I certainly look forward to your comments in response. On what, if any, of the propositions are we generally agreed? Which, if any, do you find debatable? Of course, I also welcome your further comments on the specifics of the situation at any time.

Turning to the Study procedure itself, I am enclosing for your information and comments a copy of the proposal being put forward by the Ministry.

As you see, we propose to utilize a volunteer local Study Committee made up of people drawn from the various interested groups and areas. Full members of the Committee, as well, would be a couple of staff from this Ministry to aid in the research, in facilitating local discussion, and in formulating proposals.

The members of the Committee would be called upon to digest and deliberate upon research material and the views submitted by various groups and members of the public. With any luck, some conclusions will become apparent, and the Committee will be able to develop and recommend a preferred structure, with reasons which have meaning locally and are carefully thought out.

You personally are the only representative covering all the unorganized territory in the Kirkland Lake vicinity at the present time. Accordingly, and in addition to any other role which you might like to play, we are proposing that you recommend the three members of the Committee to be derived from unorganized territory. Three members would also be appointed by the Kirkland Lake Council, and one by the Gauthier Board of Trustees. It is not intended that these members necessarily see themselves as only representing the views of their Councils.

Ideally, I think, the volunteers you recommend would be drawn from various local communities and perhaps also from a local body of some kind, but this is certainly something we would be glad to discuss with you. There would be a substantial short-term commitment, of course, and I would hope that all Committee members would be committed not only to transmitting their own and their neighbours' views, but also to grappling with the finding and alternatives facing the Committee in a thoughtful and serious way.



As you can see, we would like your comments, and we need your assistance, before pressing ahead with this. What I would suggest, if you are agreeable, is that we get together in the next week or two, if possible, with Bill Winegard and Gardner Church of the Local Government Organization Branch, so that we can discuss this proposal for an hour or two and clarify how we both see it. When you have a chance, therefore, please give me a call, to see what we can set up.

Thanks for bearing with me.

Yours very truly,

A handwritten signature in dark ink, appearing to read "Keith", written in a cursive style.

Keith C. Norton,  
Parliamentary Assistant  
to the Treasurer.

Encl.

### Composition of Study Committee

- (1) Study Coordinator - Bill Winegard  
LGOB - TEIGA
- (2) NE Ontario Regional Office - TEIGA - Peter Jackson
- (3) Town of Kirkland Lake - Planning Director  
- 2 members Planning Committee  
of Town Council
- (4) Improvement District of Gauthier - Chairman or  
Sec-Treasurer
- (5) Unorganized Territory - 3 individuals nominated by  
M.P.P., and derived from  
various local areas and local  
organizations.

TOTAL = 9

Note: Early in the Study, this Committee should be required to determine the appropriate relationship of Larder Lake and McGarry to the Study, and to extend an invitation, if appropriate, for each council to appoint a council member or the clerk-treasurer as a signatory member of the Committee, or as an observer on the Committee.

Role of Study Coordinator

- (1) to introduce the purposes, terms of reference, and process of the Study to municipal councils and other local bodies
- (2) to act as Chairman of the Study Committee
- (3) to coordinate and assist Committee members in obtaining necessary information and analysis, and in presenting this to the Committee for discussion
- (4) to coordinate the production of a final summary of the Committee's discussion, findings and recommendations, and of whatever interim reports the Committee thinks necessary
- (5) to assist the Committee in informing, and soliciting the opinions of the public and various local agencies
- (6) to assist the Committee in presenting and explaining the Committee's Report to municipal councils, other local bodies, the public, and Provincial Ministries.

Note: In all aspects, except the first, the Coordinator will be acting simply in his capacity as a member of the Committee rather than as a representative, per se, of the Treasurer.

## Role of Study Committee

- (1) to produce a Summary Report of its discussions findings and recommendations for submission to, and subsequent action by, municipal councils, other local agencies and members of the public, and the Province of Ontario as represented by the Treasurer
- (2) to keep municipal councils, local agencies and members of the public informed about the nature of the Study, its progress, and its findings, and to transmit the opinions and reactions of these groups for consideration by the Committee
- (3) to give to the Study questions intensive debate and discussion, and to commission and discuss such research and analysis as is reasonable considering the purposes and duration of the Study
- (4) before disbanding, to present and explain its findings and recommendations to the relevant parties.



## Implementation

- (1) Committee produces a Final Report summarizing its discussion and its findings, and reporting its recommendations. Target date: November 15, 1976. The report will have received approval of all committee members prior to publication, and will bear the signature of each. It is hoped that the contents of the report will reflect a single consensus of the Committee, as drafted by the Coordinator and amended or approved by the Committee. Provision will be made, however, for any member of the Committee, before attaching his name to the Report, to have a brief "minority report" included in it.
- (2) The Report will be transmitted to municipal councils and relevant local boards on or about November 15. Within the following two weeks, members of the Committee could be available to elucidate the contents of the Report, in informal meeting (or meetings) with the relevant bodies. Copies of the Report would also be available to newspapers and radio, to the library, and so on.
- (3) Municipal councils and relevant local boards would be expected to define their position on the Report, and to transmit their comments to the Treasurer of Ontario, by Christmas or as soon as possible in the New Year.
- (4) As soon as possible in the Spring of 1977, the Treasurer would respond to these parties with an analysis which would take into account the Committee Report, the local reactions, and any Provincial policy concerns. A brief period would then be used to collect further local reaction in order to refine the proposal, before action (if any) is taken.

August 9, 1976.

I suspect that you and your council have started to wonder what has happened to the Municipal Structure Study for the Kirkland Lake district which you requested a few months ago. You will be pleased to know, therefore, that I can now outline for you the process we suggest for this Study, and what we hope to achieve by it.

The Study's Purpose

As we see it, the Study's purposes can be stated clearly. It must answer the following questions.

- (1) What are the needs and problems in the Study area which give rise to a need for municipal government?
- (2) What are the patterns of social, economic, and government relationships between communities in the Area, since these must form the framework for providing public services and establishing sensible and acceptable local government units?

- (3) Depending upon questions (1) and (2), what part of the area should a municipality of Kirkland Lake be constituted to include?
- (4) If parts of the area should not be constituted as part of a municipality of Kirkland Lake, what alternatives may be suggested for them?
- (5) Under what conditions should any parts of the area come within a proposed municipality and are there certain methods of operation which should be specified for any proposed municipal units?

Certainly all of these questions are important, but the importance of the last should be emphasized. If existing legislation or practices do not appear to permit the strengthening of municipal government for the area in a way which is both on a sound footing for the future and fair to all parties, then there is definitely room for the final recommendations to show some imagination in coming up with a workable and acceptable position.

#### The Study Area

We are proposing, at least for the initial purposes of discussion, that the Study be given considerable latitude for collecting information relating to questions 1 and 2 above. The Study Committee should then have discretion to define the Study area more specifically as it goes along, taking account of the circumstances facing the area. Examples might include the Hwy. 11 corridor, residential spill-over from Kirkland Lake, recreational development areas, as well as patterns of commuting to work and using public facilities.

Because of its very small size, its Improvement District status, and its proximity to Kirkland Lake, the Improvement District of Gauthier will definitely be included in the area concerning which we expect recommendations. It should therefore be represented on the Study Committee (whose proposed composition I will describe in detail shortly).

It is possible that the Study Committee, as it discusses relationships between communities and the various ways to bring sound municipal government to unorganized territory, may want to consider recommending annexations to neighbouring municipalities such as Black River-Matheson, Larder Lake and Chamberlain. Should this happen, I trust that the Committee will be sure to involve the Councils of these municipalities in its discussions at this stage.

### The Study Committee

We propose that the Study be carried out by a committee of people drawn primarily from the Study area. Specifically, we are asking that the Kirkland Lake Council recommend three members, that the Gauthier Board of Trustees recommend one, and that three members be recommended by the representative of the territory without municipal organization, Mr. Bob Bain (M.P.P. - Temiskaming).

In addition, the Committee will include two members who are members of the staff of this Ministry.

We propose that the Study's deliberations and recommendations be the product of this Committee all the way. Both of us are aware of the renowned pitfalls of trying to do anything, or come up with any decisions, by Committee. Indeed, this will be the first time, to my knowledge, that we have tried this approach.

I feel confident, however, that the experiment will be worth it. The Committee can be expected to be familiar with the local situation, to contain a variety of points-of-view, and to make sure that local people and municipal councils are kept informed about the issues and the arguments which are being considered. Each member of the Committee, it is hoped, will feel free to draw his own conclusions from the research and the various opinions and viewpoints submitted to it. Although realistically we have to admit the possibility of "minority reports" in any collection of individuals. I hope that the Committee will work in good faith toward a consensus of opinion which has been thoroughly reasoned out, and which will be significant and convincing to people throughout the study area.

### The Provincial Role

As I mentioned, two members of this Ministry's staff are proposed for the Study Committee. I am sure you can appreciate the amount of researching and arranging which will have to go into a Study such as this. I envisage these two members carrying the bulk of the load in digging up facts and expert opinions for presentation to and discussion by the Committee, publicizing and arranging public meetings, getting things typed up, making certain that Committee members get the necessary information for meetings, and explaining to various groups the nature of the study and the issues it faces.



I should emphasize that, after the initial few weeks of "convening" the Committee and getting the Study underway, these men will simply be acting as members - the "workhorses", I might say - of the Committee and not as "Government men". They are free to express their own opinions and draw their own conclusions, without checking them with the Treasurer or myself. In fact, if the Committee is to work, I think that all its members need an open-minded attitude and a minimum of axes to grind.

In addition to the aforementioned responsibilities Bill Winegard of our Local Government Organization Branch will act as Chairman of the Study Committee, and will play a leading role in publicizing the Study and in drafting Committee reports.

The Province will bear the cost of any expenses incurred by the Committee, including a local office and meeting place, advertising, typing and report production, although this Study is intended to function on a small budget. Members of the Committee will be asked to donate their time on a volunteer basis.

#### The Town's Role

The Town, as noted, is being asked to supply three members of the Committee. Offhand, I would suggest the Planning Director and two members of the Town's Planning Committee, preferably both also members of Council. This, of course, is subject to Council's judgement. I believe it is most important that members from the Town make every effort to keep Council up-to-date with the Committee's progress.

At one point or another, the Study is certain to require information and invite comment from most of the Town's officers and local boards. The Committee will want to know, for instance, the extent to which residents from unorganized townships and other municipalities benefit from Town staff, programs and facilities, and any provisions which exist for helping the Town to meet costs. I expect, also, that the Committee will seek the benefit of the Town's experience with the Teck Township amalgamation, such as any adjustments which were found to be required, and administrative practices which were adopted. Naturally, the Committee will need the Town's assistance to put together a full picture of the development probabilities and planning problems of the whole area, and to assess the tax implications of any proposed municipality which included the area of the existing Town.

### The Study Procedure

I believe there is no point in attempting to push this Study into high gear until after Labour Day. During August, the Province will be introducing the Study to the various parties involved, including your Council, and hoping to have the Committee's membership firmed up. Bill Winegard is now beginning to dig up some information for the Committee to consider when it convenes in September, and some suggestions as to how it might proceed.

All being well, I am hoping that the Committee will be able to wrap up by Christmas. This will require a fairly intensive effort on their part, but I am sure you will agree that this is preferable to a long, drawn-out affair which becomes bogged down and loses everyone's interest.

We are purposely leaving the procedure to be followed up to the discretion of the Committee. I am hoping, however, that they will make an effort to get around and hold discussions throughout the area, that they invite written and oral presentations from anyone who is interested, and that they adopt an informal approach. We are attempting to get some "headquarters" space in Dane or King Kirkland for the Committee.

### Implementation

As you know, we proposed that any changes to municipal structure in your area would be better effected by Provincial legislation, than by annexation order of the Ontario Municipal Board. We are coming to feel that the route of OMB annexation proceedings can contribute, because of its quasi-judicial atmosphere, to unnecessary bitterness in many cases where significant changes are at stake. The Board, moreover, usually restricts itself to ruling on a specific proposal put forward by the initiating municipality, rather than taking a broader look at what the situation is, and what can be done about it. The legislation route, too, permits greater flexibility and a solution which can be more particularly tailored to your area.

The decision about whether or not to introduce legislation, and the form any legislation might take, would continue to rest ultimately with the Treasurer and the Government. In making this decision, however, we will take the

Committee's recommendations as our basis of discussion. We will invite local bodies to send us their reactions to the Committee report as soon as possible in the New Year, indicating which (if any) recommendations are acceptable, and what (if any) modifications they would propose. Armed with the Committee Report and reactions, we would undertake to decide, as quickly as possible, what action (if anything) we would propose to introduce. Once again, we would go over any such proposal with your Council, and elsewhere locally, before it was introduced as legislation.

You can see, I am sure, why I lay such stress on the importance of a well thought-out and well-publicized local Study, in which Committee members maintained close communication with the local bodies or communities from which they are drawn. Otherwise, the follow-up to the Study could bog down into an unnecessarily repetitious situation.

I have taken the liberty of enclosing copies of this letter for the other members of your council. I am sure that they are also eager to know where this Study proposal stands. Please do not hesitate to contact me for clarification, or with reaction. In addition of course, Bill Winegard is available for further explanation at any time which you indicate would be useful or convenient.

Yours sincerely,

ORIGINAL SIGNED BY THE MINISTER

W. Darcy McKeough,  
Treasurer of Ontario

His Worship S. S. Johnston,  
Mayor,  
Town of Kirkland Lake,  
Drawer 757,  
28 Prospect Ave.,  
Kirkland Lake, Ontario  
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September 23, 1976

Mr. David Perkins,  
R.R. #1,  
Tarzwell, Ontario.

Dear Mr. Perkins:

I would like to offer my thanks to you who have been selected and have agreed to serve on the Kirkland Lake and District Local Government Study Committee.

I am a firm believer, as is Mr. McKeough, that the sort of issues we are commissioning you to look into are exceedingly important. Certainly the Province has a definite interest in a strong structure for municipal government in Ontario, and not only because, as you know, Canada's constitution makes "municipal institutions" a provincial responsibility. For you, it is a matter of representation in local decisions, exercising authority and initiative in your community, as well as deciding what you need done and are willing to pay for. For our part, we can then talk about getting the Provincial nose out of the legitimately local matters where it doesn't belong, and we hope to gain an effective partner in promoting the development of the area.

During the formative stage of your Committee, there was some unfortunate ~~misinterpretation on~~ the matter of voting. Quite frankly, I had not conceived of the Committee placing much emphasis on voting. I would emphasize that the purpose of the Committee is to generate informed debate



in your area, and to offer advice on the municipal government question to this Ministry. I had imagined that the Committee would be able to work out a consensus on many issues. On other issues, where you find no common ground, I would be quite content simply to have the Committee set out two, three or several clear alternatives with supporting arguments, but with no indication of by whom or by how many they are favoured.

The open and thought-provoking efforts of the Committee, I should make clear, are intended as a prelude to subsequent discussion of alternatives both among local people and organizations, and with the Province. It is by no means the last "kick at the cat" for any community before the government decides on what, if any, legislation it will sponsor.

This does not make your job any less important. Your Committee has to ensure, first off, that the debate takes place in an informed and reasonable atmosphere with the relevant facts at the disposal of yourselves and the public. I suggest you will need information on the existing patterns of service, costs, and taxes; on what new services are needed, what they would cost, and how they can most efficiently be done; on the things people in one area have in common with another area as this applies to planning and municipal services. Some basic facts like population and property assessment are essential.

Secondly, I would ask that people in every part of the area have full opportunity to offer their honest and thoughtful contributions to your local fact finding and to your efforts to develop and weigh the possibilities for change. I would appreciate it if copies of all written briefs and summaries of all public meetings could be appended to your report.

Finally, you will each have to decide what logic dictates and what, as a Committee, you can agree on. I believe the Committee has a good balance among the parties, including this Ministry, who have a strong interest in this question, and should provide for a fruitful exchange of ideas. It is probably not a bad thing that your efforts to do so will inevitably receive close public attention.

As you know, I offered to Bob Bain, in a letter which I am attaching, a number of debating points that this Government has found useful when considering what constitutes an improvement in municipal government structure.

I hope you will find time in your deliberations to address these as well as the many other circumstances, ideas, and opinions you will have to consider. I am also taking the liberty of including my letter to Stan Johnston in which I gave some further thoughts on the questions the Committee will be up against and the direction it should take.

Permit me, though, briefly to recapitulate the questions which, in my view, need asking as you review the way things are organized now and as you think about how they might be organized in the future.

- (1) Does it provide an effective vehicle for doing what needs to be done and for deciding the order of priority?
- (2) Is it fair to all parties in the way benefits are paid for?
- (3) Is it an economical way of doing things?
- (4) Does it provide for representative input to decisions by those who stand to be affected?
- (5) Does it permit Provincial involvement to be decreased and local authority and initiative increased in matters of local importance?

I know that this list is not exhaustive and that others, such as a good basis for economic development and for environmental protection, will suggest themselves to the Committee. Even so, the Committee and the people in the area will have to face tough trade-offs among these considerations, and I have no doubt that disagreement, at least in part, is assured. All I ask is a willingness to open up the questions, and a clear statement of your points of difference and your reasoning on alternatives.

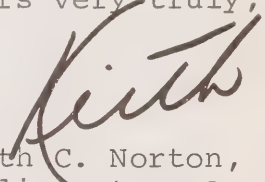
Your Committee represents the first time that the Province has attempted to broach the issues of municipal structure in this way. I like the idea very much. I strongly hope that it will prove workable in your area and usable elsewhere. The Committee combines a representative balance of the interested parties, a considerable knowledge of municipal government as well as local problems and circumstances, and a place in the local lines of communication and in the media eye.

I also have faith that Bill Winegard's experience with local government studies will help you to evolve an interesting and useful Study, although this will only be possible if he can depend on your energy and good will.

Some confusion has arisen about the target date for your work. I had originally discussed with Bob Bain something along the lines of four months. I still feel this to be appropriate in light of the need to maintain your own and the public's interest, and in recognition of the fact that the end of your work as a Committee is by no means the end of the issue. May I leave it, then, that the Treasurer and I look forward to hearing from you by the end of January 1977, or as soon thereafter as is at all possible. As I say, I will be following the progress of the "Study Committee" approach with a good deal of interest.

My thanks again for your interest and your participation.

Yours very truly,



Attach.

Keith C. Norton,  
Parliamentary Assistant  
to the Treasurer.

c.c. Mr. Robert Bain,  
M.P.P. - Timiskaming

Mr. Mike Pearson,  
Northern Daily News.

Mr. John Elston,  
New Director,  
CJKL Radio.

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December 9, 1976

Mr. Harry Janssen,  
Box 165,  
Swastika, Ontario.

Dear Mr. Janssen:

I am writing to confirm our discussion on the phone last week and to expand upon the new approach we agreed on. I am sending Dave Perkins and Mrs. Angus a similar letter. May I express my thanks for keeping in touch, by the way.

Reducing Kirkland Lake Membership

I undertook at the October 14th meeting in King Kirkland to determine the reaction of the Kirkland Lake Council and then to reconsider the suggestion of yourself, Dave, and Mrs. Angus that Kirkland Lake's membership on the Study Committee be reduced from three, to be appointed by Council, down to one who shall be a member of Council.

This reduction, I now know, is not acceptable to Mayor Johnston or to his council, although they are willing to go down to two members by withdrawing their Planning Officer.

As I indicated on the 14th, I myself see considerable difficulty in accepting your proposal. In the first place, to accept your proposal over Kirkland Lake's opposition is merely a substitution of the Town's displeasure for yours.



In addition, one expectation from the Town-appointed members was that they would consider not only local government structures for the surrounding area, but also bring forward ideas for improved municipal organization within the present Town, on the basis of their experience with municipal government and municipal planning. I have in mind issues such as Council's relationship to the Provincial administration; to special-purpose boards and commissions, and to the electorate; its sources of funds; its planning responsibility; the prerequisites for area economic development; and so on. This could easily become a neglected element.

#### The Township's Petition

Before continuing, let me reiterate another comment I made at our meeting, namely to apologize for the fact that you had not received the Treasurer, Mr. McKeough's reply to the petition before Bill Winegard attempted to convene all of you who had been elected and appointed to the Committee. Particularly considering your individual effort and the large number of names on the petition, the accident of timing involved was unfortunate indeed.

In the event, the Treasurer's answer basically agreed with the press release which I had issued the week before, both of which you found yourself in disagreement with. Despite this difficulty, therefore, I suspect that we would have been in this same situation anyway.

#### A New Format

In the end, I have pretty much come to agree with the study approach set out in your petition.

While there have no doubt been good things to come out of the events of the last few months, I think you will agree that they have brought out and accentuated a serious degree of misunderstanding and mistrust. Where once I thought it possible, via the Committee, to take a united look at the local government needs and possibilities in Kirkland, surrounding area, and "building freeze" townships, I now think this is unrealistic.

You have made me realize that there are strong and important differences of interest and opinion between Kirkland Lake, with its larger population and long municipal experience, and your outlying areas, with small communities and relative inexperience with local government. I readily admit, too, that we underestimated the local hard feelings, and, in that climate, our efforts seem unfortunately to have been misunderstood.

Having said this, I think that there have been some useful silver linings. I would include the election for Study purposes of you three representatives from the municipally-unorganized townships, the community organization evident in the petition to the Treasurer, the fact that people are already considering the relevant questions, the openness which has been achieved, and the debate about the best method for a Study of this sort, and about the possibility that all parties entered with unfounded and pre-conceived notions.

#### Proposal for a "Small Communities Committee"

I have decided to ask you, Dave Perkins, and Mrs. Angus (and possibly Mrs. Hudson, as I will explain later) to form the nucleus of a Committee which would take responsibility for looking into the issues and possibilities concerning local government from the distinct perspective of communities outside the Town of Kirkland Lake. This recognizes that the three of you have been elected by your neighbours to put forward your in-depth knowledge of circumstances and opinion in the unorganized territory, and to evaluate local government possibilities on that basis. I am aware that this entails a substantial commitment and responsibility for you, and I certainly respect and thank you for your efforts, if you choose to take up this proposal and run with it.

#### a) Composition

The exact composition of your Committee I will leave to your discretion. You may wish it to continue with the three of you. Should you wish to expand it, though, may I take the liberty of making, from experience, the following suggestions, which you may or may not find useful: - more than seven members starts to become unwieldy:

- Wayne Taylor, who was elected as Dave's alternative, could be fully included;
- The perspective of the cottage-owner might usefully be included;
- Others who were nominated at Bob Bain's three original meetings may still be willing to participate.

b) Discretion

As you suggested, your Committee would be left free to adopt its own agenda and procedures, choose its own chairman or spokesman, distribute any information, publish any reports, and so on.

c) Area

As you go on, you may find that your Study creates interest in townships or even existing township municipalities outside those which we have had in mind since the beginning. If you want to include other areas, go ahead.

I am a little worried, too, that a more remote township such as Marter may feel uninvolved or unrepresented in your study. If you can see a way around this, go ahead.

d) Public Meetings

As I see it, we would be asking you to determine and report on the feelings of residents in the small communities on local service needs and issues, and on the alternatives for change which you are considering.

I know this is quite a bit to ask of your Committee, and we will give you all the help we can. Although your Committee would obviously be delving into these matters more deeply than your neighbours, I think we share a wholehearted belief in getting people's thoughts and keeping them informed of what's going on. I think public participation under the auspices of your Committee would be the most constructive approach.

e) Gauthier's Role

I previously mentioned Mrs. Hudson who was appointed by the Gauthier Board to serve on the originally proposed Committee.

I think that your Committee for the unorganized territory could not do better than to prevail upon Mrs. Hudson to offer her talent and experience as a municipal administrator in your deliberations. This is particularly true in light of the fact that Dobie, despite its municipal incorporation, is of similar size and circumstances to several unincorporated places in the area.

In addition, I presume that Gauthier residents and the Board see themselves in the same position with regard to the Town as do you and your fellow petitioners. Alternatives developed for one area might apply with equal force for the other.

The Board's appointment and Mrs. Hudson's willingness to serve on the original committee may extend to the Committee for your area, but I will check this possibility with them. Should the Board agree, I suggest, if you approve, that your Committee be referred to as the Small Communities Committee. Later I will also ask for a separate brief from Gauthier based on their municipal experience as an Improvement District, and on the needs and opinions in that municipality. If the Board so chooses, Gauthier need not participate except to speak for themselves.

f) Research and Other Support

Staff of this Ministry will make every effort to provide your committee with the research and logistical support you request. For instance, we would help with meeting space, secretarial assistance, maps, legislation, printing, and the like, which you might need.

Additionally, the Local Government Organization Branch can make available a small budget for expenses which we cannot otherwise satisfy. Just off the top of my head, examples might include the cost of advertising meetings, a certain amount of survey work, and matters of that sort.

Ministry staff have a familiarity with legislation, finances, and experience in the other areas of the Province, as well as a good deal of ready-to-hand information, which they would be only too pleased to make available. I also expect they will be able to handle the additional requests for information or analysis, which are bound to arrive as you go along, at a minimum of expense.



g) The Town's Role

I intend to ask the Town for an equivalent form of participation as I am asking of you from the unorganized territory. Since the Town has an elected Council and staff to advise it, Council may choose to follow a different procedure, rather than having a committee like yours. We will make staff assistance, and certain additional resources if necessary, available to the Town upon request as we will to your group.

As I mentioned earlier, an important part of what we will want from the Town Council will be the lessons for improved municipal organization which could make for better government in the Town and in any other municipalities which may be proposed for the area.

I think, too, there is now a recognition on all sides that Town Council and residents have some legitimate interest of their own in outside areas, because of economic ties, common watersheds, town-run facilities and services now provided to outside residents. The Town may make as much or as little of this as they wish, and I would hope you would discuss this type of thing together. I do, however, expect both the Town and your Committee to give some consideration to the extent and implications of these relationships.

h) Provincial "Riders"

This brings me to the question of what "riders" we are putting on. Basically we have accepted your contention that people in the small communities should be responsible for conducting their own independent look into the need and possibilities for local government, with whatever assistance is needed from this Ministry. By the same token, we also accept that the Town should look into municipal reorganization on its own, again with whatever assistance from this Ministry.

Ironically, this was the original approach requested by the Town, and a separate Committee was the original request from the unorganized territory.

Nonetheless, I think we have made clear that the Province also has a legitimate interest in all this. This is so because of our present responsibility for the administration of most local services in the municipally-unorganized townships, because there is no body other than the Province to fill the gap or settle differences between the Town and other areas, and because we have a stated interest in seeing progress made toward the solution of issues which face local government in all parts of Ontario, including yours.

As a result there are a number of issues which we will want to make sure, sooner or later, are identified and addressed in your discussions. As you said in King Kirkland, I have mentioned many of these in previous letters. The most controversial issue, I think, is the relationship between the Town and other areas which I just referred to.

Still, I think we have an obligation to do some more work in spelling out our concerns for your Committee's consideration in addition to other issues you may identify. I intend to write you specifically on this topic in a month or so.

Further, I think it is important that we not be hidebound by existing legislation when trying to come up with an appropriate form of local government for your situation. The original tendency - to which we both have to plead guilty - was to let ourselves be trapped into talking just about conventional solutions such as annexation or township municipalities. This is putting the cart before the horse.

While both of these solutions may in the end be applicable to parts of the area, they both obviously have their drawbacks. It may well be possible to come up with new forms of local government which are specifically adapted to solve local problems and to what local people want.

My staff and I have thrown up a few ideas informally already with an eye to some new types of structure for Northern Ontario situations. I look forward to seeing what your Committee comes up with, if you do not find the conventional municipal structures suitable. As I have mentioned before, it is our desire to see reforms discussed in a full and negotiated way which ends up as an Act of the Legislature. This way, our discussions do not necessarily have to be bound to existing legislation.

#### i) Timetable

I am attaching a schedule of the various stages which a discussion of local government changes has generally seemed to go through in other cases. This will give you an idea of the long-term framework which I see as necessary for proper consultation and full consideration.

I am taking the liberty of imposing a somewhat flexible target date for the initial work of your Committee - namely the end of March. In light of the fact that this is a necessary prelude to more formal negotiation later on, I don't think this is compressing things too much. If at that point both your Committee and the Town present your written thoughts to us, to each other, and to the public, we will have a good idea of where the things stand and what remains to be done.

The subsequent stages, then, are designed to zero in on some form of concrete and acceptable action by having a series of negotiations back and forth, as they prove necessary.

In April, we would consider the ideas in the two reports, looking for points of agreement which can form the basis of a subsequent proposal from us. Where agreement on the basic direction of change seems evident, we would ask the two groups to turn their minds toward the refinement of this proposal. Where disagreement prevailed locally, or where the Province, as a matter of policy, was unable to accept an apparent local choice, we would suggest areas for further comment from the two local groups where middle ground might be sought.


If we disagree with parts of your evaluation and choice among change alternatives, we will assume responsibility to give our reasons and specify the issues with which, in our opinion, you have not dealt adequately. We will then be committed to accept a local recommendations which we feel covers those issues.

Even if we commit ourselves to starting out without knowing where we are going, I think it helps to have an idea how we plan to get there. May I ask, therefore, for your co-operation on a realistic timetable for getting down to cases.

So the ball is basically back in your court, as you requested. I am quite sure, as a result of the King Kirkland meeting, that we are on the right track in taking this approach and offering you whatever assistance we can. Although I do not shy away from tackling conflict-ridden issues, I assure you that this Ministry is not half-hearted by any means about the value of local participation and expression of opinion, despite allegations to the contrary.

I look forward to the reaction of your group to the terms of reference I have proposed in this letter. As soon as you have let us know your "plan of attack", Bill Winegard will be in touch to offer assistance.

Yours very truly,

  
Keith C. Norton,  
Parliamentary Assistant  
to the Treasurer.

c.c. Mr. Bob Bain,  
M.P.P. - Timiskaming

	PROVINCE	SMALL COMMUNITIES COMMITTEE	TOWN
Stage 1	<ul style="list-style-type: none"> <li>-collecting information and making it available to Town and SCC</li> <li>-analysing issues of particular Provincial concern for SCC and Town consideration</li> <li>-organizing additional research and logistical support upon request of Town or SCC</li> </ul>	<ul style="list-style-type: none"> <li>-supplementing staff information and analysis</li> <li>-determining the needs of local residents and reaction to change alternatives expressed by local residents and any interested parties</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> <li>-soliciting opinion of local boards, groups concerned with area development</li> </ul>
End of March 1977		<ul style="list-style-type: none"> <li>-submitting Report dealing with local government-related needs and issues, and</li> <li>-evaluating alternatives for local government organization</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> </ul>
Stage 2	<p>(a)-if necessary, defining areas for further comment and seeking compromise on disagreed issues</p> <p>(b)-developing and distributing elements of a proposal under serious consideration by Minister</p> <p>(c)-making and publicizing final decisions and drafting legislation</p>	<ul style="list-style-type: none"> <li>-if necessary, submitting further comment and re-define position on disagreed issues</li> <li>-reacting to and suggesting refinement to proposal</li> <li>-be kept informed on final form of action to be proposed</li> </ul>	<ul style="list-style-type: none"> <li>-same</li> <li>-same</li> <li>-same</li> </ul>
timing as appropriate			



Small Communities Committee  
Box 10  
General Delivery  
King Kirkland, Ont.  
February 20, 1977

458

RECEIVED

FEB 24 1977

MINISTER OF TREASURY, ECONOMICS  
AND INTERGOVERNMENTAL AFFAIRS

The Honourable W. Darcy McKeough  
Treasurer of Ontario  
Frost Building  
Queen's Park  
Toronto, Ontario  
M7A 2R7

Re: Small Communities Committee for local government study.

Dear Mr. McKeough:

We are writing to your office in order to obtain clarification of the government position relating to certain issues, and to request action in two areas which are important to the further progress of our study.

First, since Mr. Keith Norton has been made a Minister, we would like to be informed of the person now responsible for the supervision of this study. We assume that responsibility for local government studies still resides within TEIGA and not the Ministry of Northern Affairs, now under Mr. Bernier.

In Mr. Norton's letter of Dec. 9, 1976, which established our Committee, he noted that the government would spell out its concerns for our Committee's consideration, and that he would write to us in this regard. It has now been over two months. Our work is in danger of serious delay if we do not soon have a statement which clearly outlines the specific concerns of the government in our particular area.

With regard to Mr. Norton's letter referenced above, it notes on pages 7 and 8 that we should investigate new forms for local government structure. Yet we find in your background paper of Nov. 1976 (Proposals for Improving Opportunities for Local Government Services in Northern Ontario), that you recommend that no new legislation for a simple form of municipal organization be considered.

490

We request that you resolve this apparent contradiction in our terms of reference.

Finally, the Town of Kirkland Lake seems to have concluded their part of the study. In their council meeting of Feb. 15, 1977, they resolved to request of the Government, land use control of two townships and annexation of part of another. For our part, we ask that the government take no action on the Kirkland Lake resolution, until the study of local government alternatives in our area is completed. We would like a specific statement from your office in this regard.

As you can understand from the above, an answer to this letter is of central importance to the further progress of our study. We would therefore appreciate a reply at your earliest convenience.

Sincerely,

*W. Angus*

W. Angus

*H. Janssen*

H. Janssen

*D. Perkins*

D. Perkins

Small Communities Committee

Cc. Mr. Keith Norton,  
Minister of Social Services.  
Mr. Bob Bain, MPP, Temiskaming.  
Mr. W.E. Winegard, Policy Advisor, TEIGA.  
Northern Daily News.  
CJCL Radio.  
CFCL T.V.



MR. D. PERKINS

Office of the  
Treasurer  
of Ontario

Ministry of Treasury  
Economics and  
Intergovernmental  
Affairs

416/965-6361

Frost Building  
Queen's Park  
Toronto Ontario  
M7A 2R7

March 11, 1977

Thank you for your letter of February 20th. Mr. George McCague, M.P.P.-Dufferin-Simcoe, has very recently become Parliamentary Assistant to assist me with this Ministry's responsibility for Municipal Affairs. Mr. McCague's years of elected municipal experience make him an excellent contact for your Study in the future. You should write directly to him.

The Honourable Leo Bernier, as you say, is not the Minister responsible. His new Ministry, nonetheless, will certainly be a source of valuable advice and assistance and a reflection of the Government's special concern for development in Northern Ontario.

I agree to hold off any action concerning municipal or municipal planning structure until your work is done and your recommendations are available for consideration, within reasonable bounds of time, of course. I had gathered that this was agreed from the beginning in the approach being taken, and I trust that this was the understanding of yourselves and Town Council.

I am pleased that your group is giving consideration to the November Background Paper on Improving Opportunities for Local Government Services in Northern Ontario. That paper contains this

Government's thinking at this time. It is intended for municipalities, Provincial Ministries and groups like yourselves in unorganized territory, to be the basis of discussion about how people can go about obtaining for themselves the local services they want in a way which is fair, economical and democratically-accountable, and which merits generous support from Provincial taxpayers but not direct administration by the Provincial Government.

We said there that we would not introduce into general legislation, such as The Municipal Act, a new form of quasi-municipal incorporation for isolated communities, as we were considering in 1974.

We would be willing to introduce an adaptation of presently-available municipal organization under two conditions. First, we would want this adaptation to better serve the objectives I have outlined above. Secondly, it would not be a form generally available to other areas, but would be in legislation concerning the particular area where it had arisen from a review (such as that in which you are involved) of how the existing organization was suiting local circumstances and desires for service.

This brings me to your question about concerns I have from the Provincial level. The first, I suppose, is our firm belief in the over-whelming value of the local level of government for the feeling of true accountability, the representation of local views on local issues, and the efficient use of human and financial resources in a Province as large and diverse as this. Any Provincial administration in Ontario which failed to share this belief would end up with a government structure which was less responsive to local circumstances, less accountable to local citizens, and more bureaucratically top-heavy than any of us would want.

Yet, this is unfortunately what tends to occur where a sizeable number of people live in municipally-unorganized territory, or where local organization does not measure up to the decision-making, the co-ordination and the initiative which is required by existing local circumstances or by circumstances in the foreseeable future.

I realize that the pattern of settlement in the North, as elsewhere, owes much to history and geography. It goes without saying, though, that life-styles, ideas, the economic environment and the mobility of people have changed drastically in the last few decades, and that this has repercussions for what is and should be expected of local institutions.



We have resolved, therefore, that we will take a fresh look at local government when we receive local requests and when we have staff available to lend a hand. As a matter of Provincial policy, I believe that this approach is considerably preferable to ad hoc, piecemeal alterations to municipal structure which are too little or too late.

Provincial taxpayers and ratepayers in many local areas have learned from bitter experience about the limited value of closing the barn door after the horse has escaped - after water has been polluted, after the opportunity to plan has been missed, after growth possibilities have passed by.

For this reason, I commend the work of your group to reconsider government structure and organization in light of local needs. I hope that the Town Council, which has the additional benefit of staff and advisory bodies, has also found this a worthwhile opportunity to review its structure in light of its planning, economic and service objectives.

A local review process like yours will better enable the Province to join forces with local decision-making. In the absence of such a process, I think I can say from experience that the Provincial level of government could only face the unsatisfactory prospect of reacting to numerous, piecemeal, and usually conflicting requests to become involved in matters which are properly local responsibilities, or where we ought properly to respond to representative local initiative.

The Background Paper mentioned the related idea that areas which are not within the same municipality may nonetheless have close common interests, economic interdependence, and most importantly, common opportunities to provide local services as needed and desired.

My thanks and best wishes for your effort.

Yours sincerely,

ORIGINAL SIGNED BY THE MINISTER

W. Darcy McKeough,  
Treasurer of Ontario.

Small Communities Committee,  
Box 10,  
General Delivery,  
King Kirkland, Ontario.

c.c. Honourable Leo Bernier,  
Minister of Northern Affairs.

Honourable Keith Norton,  
Minister of Community and  
Social Services.

Mr. Bob Bain,  
M.P.P. - Timiskaming

CJKL Radio

Northern Daily News

His Worship Tom Boland,  
Mayor,  
Town of Kirkland Lake.

Mr. R. McDonald,  
Clerk,  
Town of Kirkland Lake.

Mrs. V. Hudson,  
Secretary-Treasurer,  
Improvement District of Gauthier.

Mrs. W. Angus,  
Small Communities Committee.

Mr. D. Perkins,  
Small Communities Committee.

Mr. H. Janssen,  
Small Communities Committee.

To the Council of the  
Town of Kirkland Lake.

February, 4 1977.

Re: Local Government Study.

Gentlemen,

At the January 18 1977 meeting of the Small Communities Committee, we decided to keep the Kirkland Lake study group informed of S.C.C. progress and plans by making the minutes available to that group.

We in turn requested the Kirkland Lake study group to reciprocate.

The minutes of our Dec. 21 '76 and Jan. 18 '77 meetings were referred to Mr. Tom Boland's office on Jan. 26 '77. Since then our only contact with Kirkland Lake has been through Mr. Winegard, who felt that he could not reveal matters that were discussed at closed Council meetings.

We have had several enquiries regarding news items about K.L. plans and we have been unable to answer them.

As you know, the residents of all Townships surrounding Kirkland Lake are opposed to annexation or any other control by Kirkland Lake and it seems to us that if the Town has any plans in that direction, these plans should be made known to the residents concerned.

We are in close contact with the people that elected us and are planning public meetings in March. At that time we will propose some forms of local government for our areas. We feel very strongly that when annexation is considered, both parties involved should be willing and benefit by a possible union. Since in our studies to date we have not found any benefits but only disadvantages for the people in the Townships, in case they should be annexed by Kirkland Lake, we have agreed to continue to reject annexation of any area, unless the majority of residents in a given area show that they desire this type of organization.

We feel assured of the continued support of Mr. Boland in this regard and can only hope that if the opinion of Council differs in this matter, these differences will be settled in a non-adversary manner.

Yours truly,

W. Angus

D. Perkins.

*W. Angus*  
cc. Northern Daily News

*Daniel M. Perkins*

*H. Janssen*  
*H. Janssen*

C.J.K.L.

C.F.C.L. T.V.



## CORPORATION OF THE TOWN OF KIRKLAND LAKE

BOX 757 - KIRKLAND LAKE, ONTARIO, P2N 3K3

PHONE 705-567-5262

February 8th, 1977.

W.E. Winegard,  
Policy Advisor,  
Local Government  
Organization Branch,  
Frost Building North,  
Queens Park,  
TORONTO, Ontario.

Dear Bill:

At the Committee of the Whole meeting held February 7th, 1977, Council decided to approach the "Area Planning Study" with the following objectives in mind.

- a) The annexation of an area two miles by three miles of the north west corner of the Township of Lebel
- b) Land Use Control of both Morrisette and Bernhardt Townships.

The Small Communities Committee has requested that Council keep them informed of the progress of our study. Council has decided instead that they can obtain their information through you. We can discuss this matter further next week when you are in Town.

Yours very truly,

R.J. McDonald, A.M.C.T.  
Clerk.

RJMcD/mk



OFFICE OF THE  
CLERK



R. J. McDONALD, A.M.C.T.  
CLERK

## CORPORATION OF THE TOWN OF KIRKLAND LAKE

BOX 757 - KIRKLAND LAKE, ONTARIO, P2N 3K3

PHONE 705-567-5262

February 8th, 1977.

Small Communities Committee,  
c/o H. Janssen,  
SWASTIKA, Ontario.

Dear Mr. Janssen:

The request from your Committee that Council keep you informed of the progress and plans of the Kirkland Lake Area Planning Study was considered at the meeting of the Committee of the Whole held February 7th, 1977.

Council has recommended that they keep W.E. Winegard informed of the plans and progress and he may forward the information to your group.

However, as the Study Group is the Committee of the Whole of Council this information may only be released once the minutes have been approved in an open Council meeting.

Hoping this is satisfactory.

Yours very truly,

R.J. McDonald, A.M.C.T.  
Clerk.

RJMcD/mk

September 3, 1976

Mr. J. Findlay,  
Reeve,  
Township of Black River-Matheson,  
Box 601,  
Matheson, Ontario.  
POK 1N0

Dear Mr. Findlay:

As you may have heard, this Ministry has recently agreed, at the request of the Town of Kirkland Lake, to carry out a study into municipal government structure for the Town and the general surrounding unorganized area, which I might call Northeast Timiskaming. Basically, the Study will be looking into the feasibility and the alternatives for bringing municipal government to the areas which are not now organized for municipal purposes. It will be carried out by a Committee drawn primarily from the area involved - three from Kirkland Lake, one from the Improvement District of Gauthier, and three from the unorganized area, as well as two from this Ministry (one of whom will be chairman).

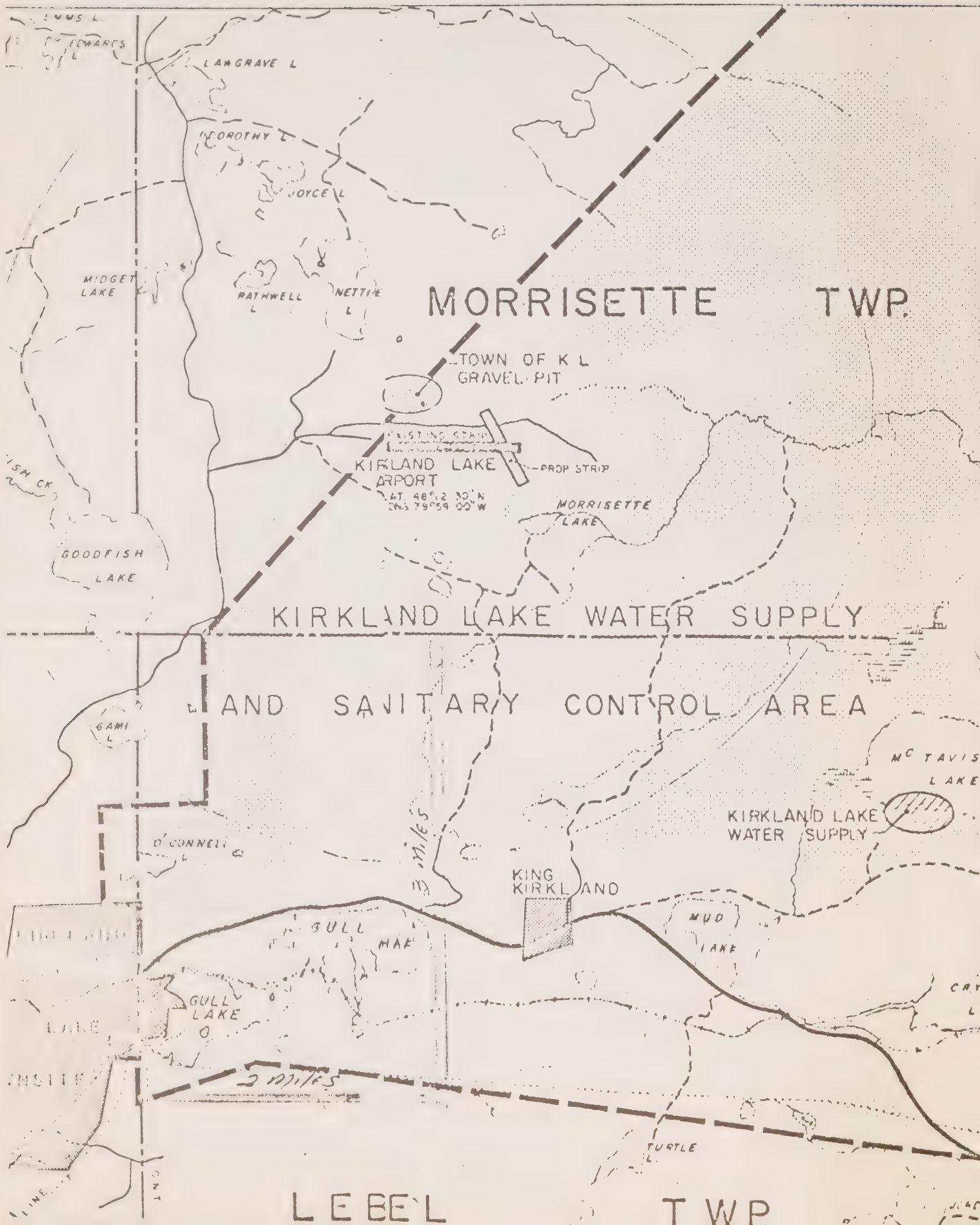
Although Black River-Matheson will not be involved in the Study area, I thought that your Council should be aware that this Study is going on next-door. The Study Committee might well be interested in your thoughts about Black-River-Matheson's relationships to nearby areas such as Benoit, any services you may now provide there and so on.

I hope that this Committee will be able to count on your co-operation.

Yours very truly,

ORIGINAL SIGNED BY .

Keith C. Norton,  
Parliamentary Assistant  
to the Treasurer.



CORPORATION OF THE TOWNSHIP OF BLACK RIVER - MATHESON

P.O. BOX 601  
MATHESON, ONTARIO, POK 1N0

OFFICE OF THE CLERK

October 25, 1976

RECEIVED OCT 28 1976

Ministry of Treasury, Economics and  
Intergovernmental Affairs  
East Building  
Queen's Park  
Toronto, Ontario M7A 2R7

Attention: Mr. Keith C. Norton  
Parliamentary Assistant to the Treasurer

Dear Sir:

RE: EXTENDING BOUNDARIES BENOIT TOWNSHIP  
YOUR LETTER DATED SEPTEMBER 3RD, 1976

Council of the Corporation of the Township of Black River-Matheson wish to advise that they have investigated the feasibility of extending our southern boundary to include the whole of the Township of Benoit.

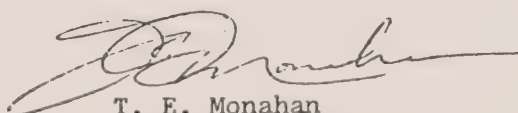
Council is interested in incorporating Concessions one, two and three, and the south half of Concession four, in the Township of Benoit, District of Temiskaming, as this would square off our southern boundary.

Council would be willing to discuss this proposition with local residents involved, as Council is desirous that this be agreeable to the majority of those to be effected.

Council feels that this would be a natural consolidation and do not see any problems with the proposed extension of our boundary.

Please do not hesitate to call the writer or Reeve Findlay if further clarification is required.

Yours very truly,



T. E. Monahan  
Clerk-Treasurer

/lm

c.c. Reeve J. Findlay

Encl. (Map)  
URBAN AREAS: HOLTYRE - MATHESON - RAMORE - SHILLINGTON - VAL GAGNE - WAVELL





Office of the  
Treasurer  
of Ontario

Ministry of Treasury  
Economics and  
Intergovernmental  
Affairs

416/965-6361

Frost Building  
Queen's Park  
Toronto Ontario  
M7A 2R7

November 19, 1976.

Mr. T. E. Monahan,  
Clerk-Treasurer,  
Township of Black River-Matheson,  
Box 601,  
Matheson, Ontario.  
P0K 1N0

Dear Mr. Monahan:

I am writing to reply to your letter of October 25th regarding the Township of Benoit, in response to my letter to Reeve Findlay notifying him of the undertaking of a municipal government study in the Kirkland Lake area.

While I was interested in obtaining for the study committee some idea of Black River-Matheson's relationships to nearby areas, I did not expect to receive a proposal that the southern unorganized portion of Benoit Township be annexed to Black River-Matheson Township.

We have had some difficulty in getting the Study underway, at least partly because of desire of the unorganized communities around Kirkland Lake to have a more significant voice in the discussions than originally proposed. The timing, content and local committee participation in the study are still being discussed. However, I do not think it appropriate

to begin discussions of local problems and alternative -- the subject of the study -- with pre-conceived notions or firm proposals. It may be that annexation of Benoit is, as your council has decided, a logical alternative. However, I think that such a proposal should be discussed as part of the package of needs and alternatives for the whole area between Black River-Matheson and Tarzwell, and from Kenagami east to Dobie or farther.

I have brought your letter and the response to the attention of Mr. Harry Janssen who was chosen by the people of the Bourkes and Seseikinika area to represent them on the committee discussing municipal needs of the communities in the Kirkland Lake area.

Thank you for informing me of council's proposals in this area and I hope that this letter adequately explains the situation as I see it at this time.

Yours very truly,

ORIGINAL SIGNED BY

Keith C. Norton,  
Parliamentary Assistant  
to the Treasurer.

c.c. Honourable Rene Brunelle,  
M.P.P. - Cochrane North

✓ Mr. H. Janssen

Mr. Bob Bain - M.P.P.

Rev. William Ferrier - M.P.P.

S.C.C.  
P.O. Box 10,  
King Kirkland, Ont.

March 10, 1977.

Gentlemen:

As you may be aware, the Office of the Treasurer of Ontario, has established a Small Communities Committee to recommend on local government alternatives in the unorganized townships in the area surrounding Kirkland Lake. We have been charged with the responsibility of obtaining a wide spectrum of public input to our study, not only from the residents of the townships, but also from the organized municipalities in the area.

We would appreciate knowing any of your feelings/suggestions regarding desirable forms of organization in these townships, or ways in which you feel you could participate in sharing/providing services in this area. In particular, we would like your reaction towards the possibility of establishing independent municipal organizations within the unorganized townships, and we are requesting that we be informed if your municipality foresees any possibility of becoming involved in annexation or planning control in any of the following townships: Arnold Bayly, Benoit, Bernhardt, Boston, Catherine, Eby, Grenfell, Lebel, Maisonville, Marquis, Marter, McElroy, Morrisette, Otto and Pacaud. We hope that we may be provided with as much information and explanation as possible so that your interests can be properly included in our study.

Since we are trying to conclude our study as soon as possible, we would be grateful for a reply at your earliest convenience. Should you find it more convenient than a written reply, or otherwise advisable, we would be pleased to meet with you in the near future, at any time that is mutually convenient. In either case, any effort that you may make which contributes to the thoroughness of our study would be greatly appreciated.

Yours truly,

Small Communities Committee  
W. Angus H. Janssen D. Perkins

c.c. The Hon. W. D'arcy McKeough  
Treasurer of Ontario.  
Mr. Bob Bain, M.P.P.  
Timiskaming  
Mr. W. E. Winegard  
TEIGA

OFFICE OF THE  
CLERK



R. J. McDONALD, A.M.C.T.  
CLERK

## CORPORATION OF THE TOWN OF KIRKLAND LAKE

BOX 757 - KIRKLAND LAKE, ONTARIO, P2N 3K3

PHONE 705-567-5262

April 19th, 1977.

Small Communities Committee,  
P.O. Box 10,  
KING KIRKLAND, ONTARIO.

ATTENTION: H. Janssen

Dear Sir:

As you are aware, Council informed the Ministry of Treasury, Economics and Intergovernmental Affairs through Bill Winegard that they intended to annex an area two miles by three miles in Lebel Township and obtain land use control over both Morrisette and Bernhardt Township.

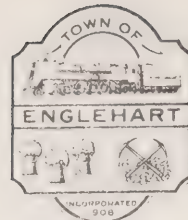
However, after further investigation, it was determined that the required control cannot be obtained by "land use control" and Council has now decided to make application to annex the Townships of Morrisette and Bernhardt.

Yours very truly,

R. J. McDonald, A.M.C.T.  
Clerk.

RJMcD/mk





OFFICE OF THE TOWN CLERK  
ENGLEHART · ONTARIO

April 15, 1977

Small Communities Committee,  
P.O. Box 10,  
King Kirkland, Ont.

Re: Unorganized Townships

Dear Madam and Gentlemen:

Your letter of March 10, 1977, has been duly brought to the attention of our Municipal Council.

We are instructed to advise you that our Council is definitely concerned with any plans affecting the Townships of Bayly and Marter, not only because of their geographical location but also because of our historical relationship with those Townships, whose residents have always relied on the Town of Englehart for educational, health, recreational, cultural and shopping facilities. This also applies to a lesser extent to the south portions of the Townships of Pacaud and Catherine.

With respect to the possibility of becoming involved with annexation, we would advise that there has been no consideration given by the Town of Englehart to annexing any of the unorganized townships in our area. It is extremely unlikely that any consideration would be given to such a move in the near future, unless there was a strong desire expressed for such action by the residents of the township or townships concerned. In this connection, we might add that the input which we have received over the past few months from residents and property owners in Bayly and Marter Townships has indicated a very strong opposition to the idea of annexation by any municipality and, in particular, to the suggested annexation by the Town of Kirkland Lake. No doubt your Committee has received a similar reaction from residents of that area.

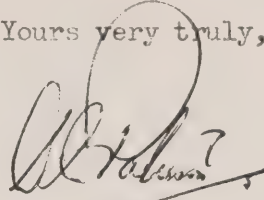
Concerning planning control, although the population growth in the area is more or less static at the present time, there is always the possibility that the Town of Englehart could become involved in the area of planning, particularly with respect to the Township of Marter, in view of its geographical location.

Respecting desirable forms of organization for the townships mentioned in your letter, our Council does not wish to venture any opinions at the present time. In view of the varying characteristics of the townships concerned, it is felt that any suggestions of this nature should come from the residents of the townships themselves.

Small Communities Committee - 15-04-77

Nevertheless, our Municipal Council would appreciate being kept advised of any specific alternatives that may be proposed as a result of the findings of your Committee, in order that they may have an opportunity to offer any comments and suggestions which might be considered necessary at that time.

Yours very truly,

A handwritten signature in dark ink, appearing to read 'D. J. Paterson', written over a horizontal line.

D. J. Paterson,  
Clerk-Treasurer.

c.c. The Hon W. D'Arcy McKeough,  
Treasurer of Ontario

Mr. Bob Bain, M.L.A. for Timiskaming

Mr. W. E. Winegard, TEIGA

*Municipality of the  
Township of Chamberlain*

DISTRICT OF TEMISKAMING



OFFICE OF THE CLERK AND TREASURER

R.H. #3,  
Egglehart, Ont.,  
April 4, 1977.

Small Communities Committee,  
P.O. Box 10,  
King Kirkland, Ont.

Dear Sir:

Your letter arrived too late to be read at our March meeting but the following comments were made at our meeting of April 1, 1977.

This Council would be glad to hear your presentation re the unorganized Townships, and invite a representative to attend our next regular Council meeting on Friday, May 6, 1977 at 8 p.m.

Trusting we will hear from you. I remain,

Yours truly,

*Audrey E. Jackson*

AEJ/sl

Audrey E. Jackson,  
Clerk-treasurer.

CORPORATION OF THE TOWNSHIP OF BLACK RIVER - MATHESON

P.O. BOX 601  
MATHESON, ONTARIO, POK 1N0

OFFICE OF THE CLERK

May 25, 1977

Small Communities Committee  
P.O. Box 10  
King Kirkland, Ontario

Dear Lady & Gentlemen:

RE: YOUR LETTER DATED MARCH 10TH, 1977

The writer has been requested to respond to your letter referred to in caption by Mr. Peter Jackson and Mr. Wm. Winegard, of T.E.I.G.A.

Your said letter was received by this office on April 1st, 1977 and presented to Council at their next regular meeting April 13th. The writer informed Council of his meeting with Mr. Winegard at our municipal office in Matheson just about the time of receipt of your letter, and the material and information supplied to him. Council felt that this information should have answered most of your request and therefore the writer did not receive any direction of Council on this matter.

Last year in the fall, Council answered a letter from Mr. Norton, then assistant to Mr. McKeough, at which time they advised that they would be willing to talk to the group, particularly the Bourkes area, but they would not make application for annexation unless agreeable by the majority of the said area. I would think that the invitation of Council of this Municipality of 1976, would still stand, if your Committee wishes to meet with Council. However, I would have to take this matter up with Council, if they now so desire to meet, and if so, what date(s) would be agreeable.

I note in your letter that you refer to all of the Township of Benoit which is included in your study. May I remind you that the North Half of Concession 4, and Concessions 5 and 6 are within this municipality's boundaries.

May I wish you success in your studies and please feel free to contact the writer if more information is required.

Yours very truly,



T.E. Monahan  
Clerk-Treasurer

/lm

c.c. Reeve J. Findlay  
Peter Jackson, T.E.I.G.A.  
Wm. E. Winegard, T.E.I.G.A.  
Wm. Ferrier, M.P.P.



March 14, 1977.

Box 10,  
King Kirkland, Ont.

To Cottage Owners/Residents,  
Morrisette Township.

Dear Sir/Madam:

Following the meeting of some of the Morrisette Township cottage owners with Mayor Tom Boland and others on Monday, March 7, the Small Communities Committee decided to write to each of the cottage owners/residents of Morrisette in an effort to clarify some of the issues involved in the area. We felt that it was necessary to clearly outline our involvement in your affairs, to bring to your attention facts and alternatives which, to date, have not been openly discussed, and to seek your direct input so that future government controls imposed in your area can be both fair and effective.

First, it is important to recognize that the Small Communities Committee has been given a mandate by the Ministry of Treasury, Economics and Intergovernmental Affairs, to study and recommend on local government alternatives in the unorganized townships surrounding Kirkland Lake. In our final report, to be submitted later this spring, we must therefore recommend suitable alternatives for Morrisette Township, and the recommendations will form at least part of the basis for government decisions regarding annexation, land use control, etc, in your area.

It is the policy of our Committee, that we obtain public input to our study, so that the recommendations we make for any given area reflect the wishes of the people affected. To do a good job for Morrisette Township, we must know your opinions, desires and future plans. Although we will be holding public meetings in other areas, we feel that the problems in Morrisette posed by the Airport, may be sufficiently complex to warrant a meeting called specifically to discuss this area.

If this proposed meeting is not to be a waste of everyone's time, it is essential that those involved come prepared with a firm knowledge of the relevant facts and a thorough grasp of the alternatives which exist for dealing with the problems in the area. It is essential that all possibilities be openly and honestly discussed. Since the meeting with Mayor Boland, we have tried to obtain answers to some of the questions which were asked, as well as a number of important questions which were not asked.

During the past week, two important matters have been uncovered:

1. About a year ago, Mr. Glen Tunnock, Kirkland Lake Planning Officer, asked Mr. R. P. Killaire, Senior Aviation Planner, Ontario

(2)

Ministry of Transportation and Communications, to outline airport zoning requirements. We have obtained a copy of a letter from Mr. Killaire to Mr. D. McDougall, Chief Administrative Officer of Kirkland Lake, dated 29 April, 1976, which explains what steps could be followed for zoning control around the airport. In an attachment to the letter, it is noted that, if land to be zoned lies in unorganized areas, the Ministry of Natural Resources can control development under the Public Lands Act. It would seem, therefore, that Kirkland Lake can gain adequate control of lands adjacent to the airport site without either extending its planning area to include Morrisette Township, or annexation.

2. It has been stated that Kirkland Lake's reason for passing a resolution requesting annexation of part of Lebel Township, was to gain control of Gull Lake, the town's water supply. However, Kirkland Lake already has control, not only of Gull Lake, but its entire drainage basin, which includes about half of Morrisette Township, as well as portions of Lebel, Gauthier and Arnold Townships (Crystal, McTavish, Victoria Lakes, etc.). Sanitary control was granted by an order signed by the Minister of Health dated Feb. 6, 1934, which includes a legal survey of the entire area.  
Such sanitary control allows Kirkland Lake to regulate building construction, swimming, waste disposal, or any other activity which might in any way effect the quality of the water supply.

In view of the above, it seems that there are, at least, three main alternatives for dealing with the airport problem in Morrisette Township:

- a) Zoning control administered by the Ministry of Natural Resources.
- b) Planning Control by Kirkland Lake with an associated Provincial Zoning Order.
- c) Annexation by Kirkland Lake.

Furthermore, it seems that each of the above could be applied to the entire township, or only to that portion containing, and south of, the airport site. Our Committee is now

(3)

trying to clearly outline the implications of each of the above possibilities.

It is the opinion of our Committee that we should hold an open meeting with the cottage owners/residents of Morrisette Township, so that all of the alternatives, together with their implications, can be clearly outlined, and so that our Committee can become appraised of the wishes and plans of the people affected. However, we would like to hear from you in this regard, so that we can be assured that there is sufficient interest to warrant such a meeting. We are therefore asking you to contact us if you think such a meeting would be worthwhile. You can express your opinion by telephoning either Mrs. B. Farr (567-3048) or Mrs. W. Angus (567-6846). If you prefer, you can also write to us at our King Kirkland address.

Yours truly,

*Mrs. W. Angus*  
*H. Janssen* *D. Perkins*

Small Communities Committee

W. Angus, H. Janssen, D. Perkins

King Kirkland, Ont,  
March 11, 1977.

To the Residents  
of Harvey Kirkland,  
in Lebel Township.

Dear Sir / Madam:

As you probably know, the Small Communities Committee was created in December 1976 to represent residents living in unorganized townships such as Lebel.

The Ontario Government has requested the S.C.C. to present recommendations for forms of Local Government which could be implemented in unorganized territory.

From the outset the S.C.C. has operated on the basis that the opinions of local people affected by reorganization would be basic to any recommendation made to the government. Therefore we would like to know where you stand on two questions:

1. Do you wish to be annexed by the Town of Kirkland Lake?
2. Do you wish a public meeting with the S.C.C.?

Please react by phoning Mrs. W. Angus at 567-6846 giving your name, and answers to the above questions.

Yours truly,

A handwritten signature in dark ink, appearing to read 'W. Angus', is written over a horizontal line.

Small Communities Committee,

W. Angus D. Perkins H. Janssen



March 17, 1977

Mr. H. T. Hurely  
C/O King Kirkland Gold Mines Ltd.  
Suite 110?  
347 Bay Street  
Toronto, Ontario

Dear Sir:

The Small Communities Committee has been formed by the Treasurer of Ontario, The Honourable Darcy McKeough, and the Treasury of Economics and Inter Governmental Affairs (T.E.I.G.A.).

The purpose of the Committee is to look into the problems and needs of the sixteen (16) unorganized townships surrounding Kirkland Lake.

In our study of Lebel Township we are seeking answers from King Kirkland Gold Mines, re: King Kirkland Townsite. Could you provide us with the following information:

1. Block "A" shown on the map of King Kirkland has been set aside for a park according to notes on the original maps. What steps would have to be taken to have this area available for the Community? Would a "Recreation Committee" suffice or is there stipulations as to population, organized community, etc? What is the total area allowed for the park? There is an area bordering on the North-West corner of the Townsite running from Block "A" to the Northern tip. Is this part of the "Park" area?
2. The Townsite shows a total of 584 surveyed lots. Could you advise how many are still in the King Kirkland Gold Mines ownership, and the lot numbers of same?
3. What are the regulations on lots 1-22 bordering King Lake; also lots 171-268? Are you selling lots in this area to anyone?

4. Lots being sold from #499 to #584 are stamped on the Transfer "Garden Purposes." Why? Can the balance of these lots be sold and what is the going price?
5. Is a Government Department placing regulations on the lot sales, re: Blocks, instead of individual lots, etc? What will be done about the ones now sold to two (2) or three (3) individuals in the one block?

We will be completing our study soon and would appreciate an early reply. Thank you.

Yours truly,

Small Communities Committee

W. Angus          H. Jansen      D. Perkins

c.c. T.E.I.G.A.  
c.c. Bob Bain          M.P.P.  
c.c. B. Colquhoun M.N.R.

SUITE 1102-347 BAY STREET  
TORONTO, ONTARIO  
M5H 2S5

Telephone:  
366-9251

April 11th. 1977

Mrs. W. Angus,  
Small Communities Committee,  
Box 10,  
King Kirkland, Ont.

Dear Mrs. Angus:

We have received your letter of March 17th. about the Committee formed to look into requirements of the various unorganized townships near Kirkland Lake.

Your reply from me has been delayed as I am the only director or officer of the Company in the Toronto area. I had to write to Burlington and Halifax, etc. to try and secure some information on the early days prior to when I became an associate of the Company.

1. You refer to Block "A" as being set aside as a park area. I have reviewed the Minute Books of the Company going back to incorporation of the Company in 1920, and there is not any reference to any plans for a park. That word may have been put on an early map when there were dreams of great success for the company, and funds available to do something about it. This company has been without funds for many years, and continues to be without funds. The area to the northwest on the townsite is owned by the company but certainly there is no reason to consider it as park area.
2. Information on townsite lots still available for sale is a company matter. There may be 150 lots, more or less.
3. There are a large number of townsite lots restricted from sale. These include lots 1 to 22 inclusive, lots 173 to 205, inclusive, and lots 242 to 268 inclusive. Lots 208 to 241 have been sold at various times going back possibly 30 years.
4. A number of lots Nos. 499 to 584 have been sold, and you are aware of this. Due to Ontario Govt. regulations and restrictions passed, I believe, in 1962 or 1963. The Government would not permit the registering of a transfer for one or two small lots, as the area was too small for the erection of a house, according to their regulations. It was acceptable if certain lots sold showed "For garden purposes", and these were usually sold to people who owned the adjoining lots. Lots in the above area are for sale, and you should contact Mr. F. L. Hodgins, of King Kirkland, whom I believe you know. Recently, due to Govt. of Ontario paper work required, legal costs that we have had to pay have in some cases been as much as we received for the lot. Naturally, this places the company in an impossible situations unless much more money can be secured for the lots.

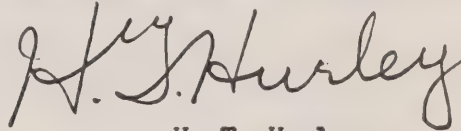
5. See item No. 4 - Where lots for two or three people have been sold in one block we are negotiating to try and get transfers compiled that are acceptable to the Ontario Govt. All this Government interference has : hardly made life worth while in the business of disposing of certain lots.

As you are aware, this Company does not have any funds, and has not had funds for over 30 years. We have been able to sell a few lots over the years to almost make ends meet. At this time of increased taxation in various areas a lot more money will have to be secured for townsite lots, our only source of income, if such taxes continue to be paid.

Yours very truly,

KING KIRKLAND GOLD MINES LIMITED,

per



H. T. Hurley

HTH

P. S. - The school area lots were the only item ever specifically set aside, so far as I have been able to ascertain.



THE BAYLY/MARTER ROAD COMMISSION  
AND  
WENDIGO LAKES ASSOCIATION (cottagers)

March 1, 1977.

Small Communities Committee,  
Box 10,  
King Kirkland, Ontario.  
POK 1K0

Re: Local Government, for the unorganized Townships outside the  
Town of Kirkland Lake, Ont.

The Bayly-Marter Road Commission and Wendigo Lakes Association (cottagers) strongly protest the possibility of any annexation by the Town of Kirkland Lake, of the Town-ships concerned.

The form of local government which we now have is most adaptable to solve the local problems and the wants and interests of the people it serves. The local form of government we now have is in keeping with the principals and ideals our Canadian Democracy is based upon, local representation answerable to the immediate people they serve and represent.

The form of government proposed, the annexation of the concerned Townships by the Town of Kirkland Lake, if adopted would not serve the local people and would tend to be of a state control nature - GOVERNMENT WITHOUT REPRESENTATION. This type of government leads toward dictatorial and away from the principals and ideals of a democratic society - which the Progressive Conservative Government was founded.

We feel most functions of government would improve if it were closer to the people it is meant to serve. In our society it appears over the past years, the Government of Ontario seems to wish to delegate responsibility to too few representatives, who are remote from the people and area they serve. They have become solely occupied with the supposedly economic interests of the large corporations, Unions or municipality and all too often these representatives, delegate their responsibilities to anonymous bureaucrats, who seem to answer to no one, except another bureaucrat.

Please let us know at your earliest when you will be holding a public meeting in order that we may submit our objections and express our opinion (your letter "NEWS LETTER" Feb. 1st post marked Feb. 15th).

V.R. Burke, Chairman,  
Box 391,  
Eaglehart, Ontario  
POJ 1H0

c.c. The Hon. Darcy McKeough  
Mr. K. Norton (MPP)

Small Communities Committee  
Box 10  
King Kirkland, Ontario  
March 30, 1977

The Bayly/Marter Road Commission  
and Wendigo Lake Cottagers Association  
Box 391  
Englehart, Ontario

ATTENTION: V. R. BURKE, CHAIRMAN

Dear Sir:

Thank you for your letter of March 1, 1977, in which you strongly protest the possibility of Annexation by the Town of Kirkland Lake. Mr. Winegard (T.E.I.G.A.) has informed us that your protest slips are arriving at the Toronto address. We will be using your letter in our final report data.

We feel that the more input received from the Residents of the unorganized areas, the better informed the Government representatives will be of our individual needs, desires, for our Townships. Feel free to write us about any suggestions you may have concerning your areas, as they will add weight for the decisions that will have to be made by the Government, at the conclusion of this study.

The Small Communities Committee has been trying to get all the data compiled before setting the dates for the Public Meetings to be held in Dane, Bourkes, King Kirkland. Residents from your area are invited to attend the Dane meeting and we will notify you as soon as the dates are set. The next newsletter will have the information for all who are on our mailing list. Thank you.

Yours truly,



Small Communities Committee

W. Angus

H. Jansen

D. Perkins

APPENDIX B - TOWNSHIP PETITION AND REPLY

The following petition was endorsed by 525 signatures:

WE, THE UNDERSIGNED, WANT TO STATE THAT, WE  
DO NOT WANT TO BE ANNEXED TO KIRKLAND LAKE,  
AND THAT, IF WE MUST HAVE A COMMITTEE TO  
RECOMMEND ON A LOCAL FORM OF GOVERNMENT FOR  
THE UNORGANIZED TOWNSHIPS, WE WANT THAT  
COMMITTEE TO CONSIST EXCLUSIVELY OF  
RESIDENTS OF THE TOWNSHIPS ONLY.

The petition was sent to Treasurer McKeough on Sept. 14, 1976.

RR1 Tarzwell, Ont.  
POKIVO  
September 14, 1976

The Honourable Mr. Darcy McKeough  
Treasurer of Ontario  
Ministry of Treasury, Economics and  
Intergovernmental Affairs  
Frost Building  
Queen's Park  
Toronto, Ontario  
M7A 2Ru

RE: (1) TEIGA Committee to study local government in the  
area surrounding Kirkland Lake.  
(2) letter of July 8, 1976 from Mr. Keith C. Norton,  
Parliamentary Assistant to the Treasurer, to  
Mr. Robert Bain, M.P.P. - Temiskaming.

Dear Sir:

This letter is a formal request to your office, for  
modification to the above Committee, and for reconsidera-  
tion of what appear to be invalid assumptions regarding  
our area, as contained in the letter from Mr. Keith C.  
Norton, referenced above.

In support of this request, we have attached a petition,  
which represents the feelings of the residents of ten  
unorganized townships included in our area. It is note-  
worthy that this petition was circulated for only five  
days, over an area in excess of 360 square miles, with no  
previous planning, prior to collecting the results to be  
transmitted to your office. Despite these facts, about  
500 signatures were obtained in an area that contains only  
about 500 year-round residences. It should also be noted  
that the petition has been signed, in public, by Mr. Bob  
Bain, M.P.P. - Temiskaming.

As noted in the attached petition, we request the  
following:

- (1) that the unorganized townships surrounding  
Kirkland Lake, not be annexed by the town of  
Kirkland Lake
- and (2) that, if a committee must be formed to recommend  
a local form of government for these townships,  
such a committee should consist exclusively of  
residents from these townships.

If the time constraints related to the formation of this  
Committee were not so severe, our petition would have even



more signatures, for it is still being circulated in four townships and the town of Kirkland Lake. However, Mr. William Winegard, appointed by TEIGA as chairman of the Committee, has indicated that the first meeting of the Committee may be held on Sept. 20. In view of this date, we would like to stress the necessity for an immediate response to our requests, and we urge you to consider the effects of imposing this Committee on our area without regard for the wishes of its residents.

Mr. McKeough, though it may be difficult to imagine in an area as large and sparsely populated as our townships, we do indeed have our own independent identity. Our primary social and economic ties are here--on our farms, our lakes and in our villages. When hundreds of people fill a small country school house on a hot night for several hours, as was the case when we met in the village of Dane to elect a member to this Committee, and when it is so crowded that they stand three and four deep outside the windows and doors, and all the tables in the school house eventually break due to the press of the crowd, there can be no doubt that our community of interest is real and viable. It should not be denied.

We are looking forward to your favourable and prompt reply.

Yours very truly,

---

David M. Perkins

---

H. J. M. Janssen

Elected Committee Members

Encl.  
Cc.  
Mr. Bob Bain, M.P.P.  
    Temiskaming  
Mr. William Winegard,  
    IGOBOTEIGA  
Mr. Keith C. Norton,  
    Parliamentary Assistant  
    to the Treasurer

DMP/cp

Office of the  
Treasurer  
of Ontario

Ministry of Treasury  
Economics and  
Intergovernmental  
Affairs

416/965-6361

Frost Building  
Queen's Park  
Toronto Ontario  
M7A 2R7

September 29, 1976.

*Dear Mr. Pergam & Mr. Tancian -*

Thank you for your letter of September 14th enclosing the petition from ten unorganized townships within the Local Government Study area.

This is an impressive number of names. I am prepared to believe and not entirely surprised, that the petition is a virtually unanimous expression from these townships, and I am now well aware that they are unorganized for municipal purposes only.

Keith Norton, as you know, has now responded to the points raised at the meetings at which you were selected for the Committee, and I hope that this has gone some distance to clarify the matter. Let me just give a specific response to each point raised by the letter and petition.

(1) Why Any Participation from the Town on the Committee?

Kirkland Lake Council sent us a resolution asking that we examine the feasibility of their annexing or extending planning control over several townships. This implies that Kirkland residents, speaking through their elected municipal representatives, have an interest of some sort in a wider area. In fact, they attached a brief, listing their interests quite concretely, although

I take it they were not prepared at that point to say that this interest necessarily entailed municipal control, except for the two townships around the municipal airport.

I also know that both town residents and some residents outside the Town share an interest in the solution of certain common problems. The fear of pollution in the Blanche River system is one - whether it be from excessive or unplanned cottage use, poorly-planned trailer development, inadequate sewage treatment in parts of the Town, or industrial wastes.

Your local desire to save existing industries and promote new employment is one of which I am well aware, I assure you, but it is local government which must help to supply the services, house the employees, and create the business climate.

Like many other communities in Ontario, I gather that local government in your area is now involved with what I take to be a concern both within and beyond the Town's borders - a safe and adequate place for minor hockey and community recreation.

May I take it, too, that certain services now supported by the Town, such as the airport, hospital, and library, are of interest at least to some residents beyond the Town's boundaries?

I cannot believe, therefore, that the Town of Kirkland Lake should not at least be involved in a study of the local government question in the surrounding area.

(2) "Imposing the Committee" on the Unorganized Townships

As I say, a study was requested by the local elected representatives of a majority of residents within the area for which the question of local services and local government will be examined.

However, this Ministry insisted that the most useful examination of this question could only proceed with balancing participation from the municipally-unorganized townships, as well as the full involvement of local residents, and the opening up of all reasonable alternatives because of the common interests involved.

I know also that some unique problems exist in the unorganized area for which both you and we want to seek answers. The issue of the Minister of Natural Resources' development control order on seven townships has been raised time and again. Your desire to replace it with more locally-responsive planning and development control, and to protect your Northern heritage, is entirely valid. This clearly implies local government. A recent series of tragic fires elsewhere in the North have left us asking how much fire protection can reasonably be expected from the Provincial administration in the North. I trust we both do not want to wait for more tragedies before examining how and if more people can feasibly organize to protect themselves.

I ask you to consider these points when you suggest that we have "imposed this Committee". I see the Study Committee as an opportunity for the parties to sit down together and try to come up with organizational responses to both the common problems and the unique problems within your area.

(3) Why as many from the Town on the Committee as from the Unorganized Townships?

As you have heard before, we aimed for a balance on this Committee. Local people and local organizations - and particularly you on the Committee - would have to develop your conclusions in full awareness of other local "sides of the story". It would be indefensible to downplay either the population and urban importance of the Town, or the sincere and legitimate concern to protect your quality of life in the townships. So, we wished to ensure in the Committee experiment that neither interest (even the Town's) would be steamrollered by force of numbers and without a reasonable assessment of facts, principle, and local opinion to support the points-of-view put forward.

We have relied, you will note, on neither the principle of "representation-by-population", nor the Provincial Government's constitutional jurisdiction over municipal affairs. This is a conscientious attempt to consult local people and get their views, not a trumped-up committee to ramrod anyone. The study report will lead to proposals not final policy.



(4) Assumptions in Keith Norton's letter of July 8th

We have been above-board from the start about our belief in municipal government and our objectives for improved municipal structure in Northern Ontario. Nowhere, however, in Keith Norton's letter of July 8th do I see any assumptions regarding your area. I do support his outline of principles wholeheartedly, and I trust that the Committee will consider their application to your area, in addition to local circumstances and opinion.

(5) Annexation to Kirkland Lake

Please be assured that this Ministry has not independently considered the question of annexing any area to the Town of Kirkland Lake. We will begin to look carefully at all alternatives in conjunction with the Report of your Committee and reactions to it.


For the residents of unorganized territory then, the study is an opportunity to take stock of what they need, and what alternatives they have for doing them. It is also a challenge to flesh out their ideas and their preferences.

The petition indicates that there will be considerable interest in doing so, and the election of you two gentlemen to the Committee indicates that people will have leadership and expression in the process. I will be listening.

The very number of names on the petition realistically prevents me from answering each individual. I hope I may rely on you gentlemen and on the news media to carry my response.

My thanks to you and your fellow petitioners for communicating.

Yours sincerely,

  
W. Darcy McKeough,  
Treasurer of Ontario.

Messrs. David M. Perkins and  
H.J.M. Janssen,  
Elected Committee Members,  
R.R. #1,  
Tarzwell, Ontario.  
POK 1V0

C.C. Mr. Bob Bain, M.P.P.  
Northern Daily News, Kirkland Lake  
CJCL Radio, Kirkland Lake  
Mayor Stan Johnston, Kirkland Lake

APPENDIX C - LETTERS OF RESIGNATION OF ELECTED  
TOWNSHIP REPRESENTATIVES, FROM  
THE ORIGINAL STUDY COMMITTEE

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TO: Mr. W. Winegard, Chairman, Kirkland Lake and District  
Local Study Com.

FROM: D. M. Perkins, Committee Member

DATE: Sept. 30, 1976

As a member of the local government study committee, elected to represent the people of six unorganized townships at the Dane meeting of Sept. 8, it is with considerable regret that I announce that I feel compelled to withdraw from this committee at the present time. A number of factors have necessitated this decision, and I will briefly describe them below. However, I wish to stress that, although I think I realize the consequences of this action, to serve on this committee under the present circumstances, would not only be contrary to my conscience, but I believe that it would be directly opposed to the beliefs and feelings of the people in the townships that elected me.

First among my reasons, there is the lack of any response to our petition. There is no need for me to restate the contents of that petition, but it represents, in concrete terms, the feelings of the people of my area; in five days signatures were obtained which represent the desires of about 500 people, from ten unorganized townships which together contain only about 500 year-round residences. This petition and a letter were sent to Mr. McKeough, Treasurer of Ontario, by registered mail on Sept. 14. Despite the fact that we requested a response to our petition before the first meeting of this study committee, we have heard nothing. I received a lengthy communication from Mr. Winegard on Sept. 25, and a large set of documents from Mr. Keith Norton on Sept. 28. In neither of these was the petition referred to. The government has not even acknowledged its existence. Mr. Winegard, in his letter of Sept. 22, has expressed concern that our meetings remain courteous. I fail to see how this is possible, in view of the obvious discourtesy and unresponsiveness of the government in this matter.

Other points relevant to my decision are contained in the communication from Mr. Keith Norton, which I received just two days ago. This package contained a number of documents totalling 23 pages. Although this statement is too brief to present a thorough analysis, the following conclusions seem obvious to me:

- a) the government has not acted in good faith, in establishing this committee and informing the public of its development and function.
- b) the government will not accept any recommendation that allows our townships to remain unorganized and independent.
- c) the only real function of the committee is to decide on which townships are going to be annexed by whom.

I will just cite a few facts in support of the above. These documents contained a copy of a letter, prepared by Mr. Norton and signed by Mr. McKeough, sent to Mayor Johnston and the members of the Kirkland Lake Council. On page 1, Mr. Norton refers to "the Municipal Structure Study for the Kirkland Lake district which you requested a few months ago." On page 2, one of the five purposes of this study is stated to be, to determine what part of the study area should a municipality of Kirkland Lake be constituted to include. Later on the same page appears the following: "It is possible that the study committee.....may want to consider recommending annexations to neighboring municipalities such as Black River-Matheson, Larder Lake and Chamberlain." The date on this letter is Aug. 9, 1976 -one month before the Dane meeting - yet this letter was never mentioned to my knowledge. Did not the people have a right to know of this letter before having their public meetings and electing representatives?

There are other points which I could cite in both Mr. Norton's correspondence and that of Mr. Winegard, but this statement is probably too lengthy as it is. It should by now be sufficient for me to state that, until such time as the government gives concrete evidence that the opinions of people in the unorganized townships really do matter, until it gives us some positive answer to our petition, until it agrees to state clearly and publicly all the facts relating to this committee, I cannot participate in it. To do so, would make me a part of a futile exercise in which the general results have already been decided.

Finally, I did find one area in which I agree with Mr. Norton. On page 2 of his letter he states, "It is probably not a bad thing that your efforts.....will receive close public attention." In this spirit, I am taking the liberty of releasing to the news media copies of all documents now in my possession.

David M. Perkins



Mr. Chairman.....

I would like to make a statement....

The people of the unorganized Townships...(without building restrictions under the Planning Act).....gave a clear indication of their wishes with regard to Municipal Government at the public meeting on September 9th 1976 in Swastika.

Public interest and participation was extra-ordinary and better than in some Provincial elections.

There was a consensus.....that the people in these Townships wish to stay unorganized and that they are satisfied with the Province looking after them. The building density of the unorganized townships under scrutiny is roughly one residence and one cottage per square mile....It is generally felt that with this density...residents and cottagers have no needs that they cannot attend to themselves.

It is also felt that,...if in the future...needs and problems should arise,...the people affected should contact the Government (which is their servant).....and not the other way around. Good Government starts at the bottom and not at the top.

This feeling was expressed in a petition containing some 500 signatures of residents of the unorganized Townships plus the signatures of Mr. Bob Bain M.P.P. Temiskaming.. which was sent to the Treasurer of Ontario on Sept. 14th.

The petition requested the following:

1. That the unorganized townships surrounding Kirkland Lake, not be annexed by the Town of Kirkland Lake
2. That if a committee must be formed to recommend a local form of government for these townships, such a committee should consist exclusively of residents from these townships.

Although we stressed the necessity for an immediate response to our requests,...we have not received any.

To the contrary, the composition of the study committee was not altered and through recent communications received



from Mr. K. C. Norton and yourself....it has become clear that the wishes of people in the unorganized townships will not be considered.

Consequently, I cannot be a member of this committee..... until our petition is granted.

H.J. Janssen.

Sept. 30, 1976

Mr. Chairman:

On September 1st, I was elected to represent the Township of Arnold, Lebel, McElroy, Morrisette, for a study of the unorganized areas.

Meetings with the people from these Townships have been enlightening and their feelings have come through loud and clear.

Arnold, McElroy and Morrisette say "Leave us the way we are." These people will be bringing their own message to the Committee at a later date.

Lebel Township residents consist of cottagers as well as, year round residents on a surveyed Townsite. The cottagers wish things left as they are. The Residents of King Kirkland Townsite have a problem! They would hope that building restriction could be lifted and solve it.

We have no quarrel with the required Building space of 9000 sq. feet which is administered by the Ministry of Natural Resources and Dept. of Health. These regulations are here to protect us all! We agree with them! However, if the Gov't wants to see us prove ourselves, we must be able to "grow" and no doubt if we were given the chance, we would know our potential and come to you for help to look into future planning. The way we are now, we have "NO FUTURE."

If, as a child I were learning to walk, you would not cut off my legs, Would you? This is my way of expressing what the Gov't (with the help of Kirkland Lake) did to us in 1962!

Councillors, over the years, have stated that Kirkland Lake had nothing to do with restriction being placed on this area. I have a copy of the Be-Law - and the notice advising us of the Restrictions on our Townships, and they had to be implemented by an "Organized Municipality."

Kirkland Lake already has a "Growth Committee" report on our Township which has not been made public, and I would like the co-ordinator to obtain a copy of this for the Committee, as one of his first duties!

The petition I wish to present now, is to add to the other Township's petitions, which were forwarded to Mr. McKeough. They carry the signatures of 151 residents of the area.

King Kirkland Townsite has 86 families from a possible 98 home owners signing this petition.

As one (1) of the three (3) representing fourteen (14) unorganized Townships I feel our suggestions are not wanted in this study, as all the message I get is for "Municipal Government" on a larger scale.

I cannot go along with this concept!

APPENDIX D - MINUTES OF SCC MEETINGS

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1. December 21, 1976
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SMALL COMMUNITIES COMMITTEE

MINUTES OF MEETING: Dec. 21, 1976  
King Kirkland School House

PRESENT: Mrs. W. Angus  
Mr. H. Janssen  
Mr. D. M. Perkins  
Mr. W. Winegard

1. The Committee members reviewed the conclusions they had reached at a preliminary meeting on Dec. 20. The following points were noted:

- a) The primary function of the SCC would be organizational and communicative in nature. The SCC will transmit to the people in the area, information relating to local government possibilities; collect and organize information and opinion through a series of public meetings; provide a forum for local decision-making; report on its findings. It was stressed that the people in the area, and not the SCC, should make the decisions regarding their local form of government.
- b) To provide for efficient operation, the Committee membership would not be expanded at the present time. It was not felt necessary to include additional members to represent particular points of view, since all points of view will be obtained by public meetings and other means. In this connection, it was noted that the Chairman of the Gauthier Board had been contacted, and he agreed that Gauthier would support the Committee efforts and participate in the study at the appropriate time.
- c) The Committee would not have a chairman. Decisions would be reached by consensus.
- d) One of the main functions of the SCC would be to hold public meetings for public discussion and decision-making regarding local government possibilities. However, meetings for which the purpose is to plan

d) Continued

SCC activities, will remain closed. For public meetings on a particular topic, an attempt will be made to hold 3 separate smaller meetings (in the areas which elected the committee members), to maximize the chances for public participation.

2. It was agreed that direct mail newsletters to all residents and cottage owners in the area, will be used to keep the public informed of SCC activities. The estimated cost of a newsletter is \$36 (3¢ per letter for 1200 letters). Marter and Bayly townships will be included. H.J. will try to obtain address labels for cottage owners. Distribution to residents will be through local post offices, by householder list. To determine the resident mailing list, H.J. will contact Swastika and Sese kinika post offices, D.M.P. will contact Tarzwell post office, W.W. will contact Englehart and W.A. will obtain information from King Kirkland post office.
3. It was agreed that the area of the study will include Marter and Bayly townships as well as the other townships that were designated in previous letters.
4. There was a lengthy discussion of the agenda for the future SCC activities. It was stressed that the Committee would attempt to do a comprehensive and definitive study, without omitting areas of consideration due to personal bias. It was generally agreed that the SCC activities would be grouped into 3 phases:
  - A. Study Phase-gathering and organizing information and opinion.
  - B. Recommendations Phase- eliciting and organizing local government decisions.
  - C. Reporting Phase-writing, discussing, modifying and finally submitting the final report.

5. For the Study Phase, the following agenda was determined, to represent the order of SCC inquiry.
  - a) Forms of municipal organization
  - b) Revenue: Tax and grant structures for the types of organizations in (a) above.
  - c) Tangible Municipal Services (Police, fire, water, sewage, waste disposal, roads, transportation, etc).
  - d) Social Municipal Services (health, recreation, children's aid, etc)
  - e) Relationships to existing municipalities (Kirkland Lake, Englehart, Matheson, Chamberlain, etc).
  - f) Interrelationships in the study area.
  - g) Land use planning and control.
  - h) General or specific problems not included in the above.
6. Materials were distributed and briefly discussed by Bill Winegard. These materials, and those sent previously, are to form the basis for the discussion of forms of municipal organization (topic (a) in 5 above). W.W. agreed to collect and send more information regarding revenue.
7. It was decided that the SCC members would meet in the first week of January to review and discuss materials on municipal organization and finance.
8. It was agreed that the SCC would meet with Bill Winegard on Tues., Jan 11 for the following purposes.
  - a) Finish discussion of municipal structure and finance.
  - b) Finalize newsletter procedures.
  - c) Determine content of first newsletter.
  - d) Determine plan of attack for remaining topics in study phase.

9. D.M.P. agreed to write the news release to summarize meeting results.

APPROVED:

Winnifred Angus, Winnifred Angus

Harry Janssen, Harry Janssen

David M. Perkins, David M. Perkins

DATE: \_\_\_\_\_



Small Communities Committee

Minutes of Meeting: January 18, 1977.  
King Kirkland School House

Present: Mrs. W. Angus,  
Mr. H. Janssen,  
Mr. D. M. Perkins,  
Mr. W. Winegard

1. The minutes of the December 21, 1976 meeting were approved by all members of the committee.

2. It was decided to discuss the news letter procedures first.

Number required

permanent residents	King Kirkland	110
	Sesekinika	100
	Swastika	210
	Tarzwell	150
	Englehart	50
	Harvey Kirkland	20
		<hr/> 640

Cottagers

Jordan Lake	16
Crystal Lake	30
Round Lake	110
Kenogami Lake	155
Sesekinika Lake	154
Nettie Lake	38
	<hr/> 503

Total number to be printed 1200 copies, of which roughly 500 will be sent using Hydro's address labels. The contents of the first news letter will be composed at a meeting on January 25th, 1977. The draft will be sent to W.W. who will take care of printing and distribution.

3. The minutes of the SCC meetings will be made available to the study group of the Town of Kirkland Lake and the SCC requests to receive the minutes of that group.

4. The point was brought up that there was a statement of Mayor Boland to the news media about a huge tourist development second only to Niagara Falls and the SCC members wonder if this is to be in Teck Township or whether Kirkland Lake is planning this in an unorganized township under study. W.W. will report back on this item.

5. The committee members had already reviewed financial and other data supplied by W.W. at a meeting on January 5th

1977 and had forwarded a list with some 23 items on which data were required to him. W.W. had some of the requested info regarding educational assessment and this was studied.

6. Then followed a lengthy discussion on Municipal structures. The following were discussed:
  - a) Local road boards
  - b) Statute Labour boards
  - c) Villages
  - d) Improvement districts
  - e) Township municipalities

The results of this discussion showed that there were only three viable alternatives:

- a) stay unorganized and use local road boards or statute labour boards as needed
- b) Form small Township Municipalities much as proposed in Bill 102 concept.
- c) Amalgamation with Kirkland Lake.

The creation of Improvement Districts presumes rapid growth and thus does not apply to our area. However I.D.'s have been created in other area's much the same as ours and thus I.D.'s were not totally ruled out.

W.W. advised that villages were not applicable to Northern Ontario, Township municipalities now require 1000 population; a township municipality would thus include all 14 townships (based on current population data).

7. The discussion then zeroed in on growth prospects for Kirkland Lake and surrounding area. It was noted that Kirkland Lake has been losing people during the past fifteen to twenty years and the latest figures for the Temiskaming district show a similar trend for the whole area.
8. The present status of restrictions were discussed. It was noted that previous statements from MNR personnel indicated that building permits in most areas were now being granted.

W.W. stated that Mr. Colquhoun was willing to write a letter explaining the current policy. W.W. agreed to contact Mr. Colquhoun on January 19th to request a letter by the following week.

9. The plan of attack for next meeting on February 1, 1977 is as follows:

- a) W.W. will present for each Township expenditures and revenue (land tax and local road board tax). W.W. will also make a list of hidden benefits to the unorganized Townships.
- b) W.W. will present data on grant structures for Municipal organizations.
- c) The above will be discussed and a decision will then be made which tangible Municipal service will be looked into deeper.

Approved:

----- W. Angus

----- H. Janssen

----- D. Perkins

Small Communities Committee

Minutes of Meeting: February 1, 1977  
King Kirkland School House

Present: Mrs. W. Angus  
Mr. H. Janison  
Mr. D. M. Perkins  
Mr. W. Winegard

1. The minutes of the January 18th meeting were approved by the members, and a copy of same presented to W. Winegard.
2. The finalized newsletter was turned over to W. Winegard to have it printed up and approximately 1200 copies will be distributed by mail to Home owners and Cottagers in the unorganized Townships. We hope to have these reach the Residents within the next ten days.
3. Further discussion about giving our Minutes of meetings to K.L. Council followed. We have not been notified to date, as to the K.L. members on their Gov't Study Committee. We decided that we would also make our minutes available to Gauthier, to keep them informed of what we are doing. A letter will be forwarded to the K.L. Council asking if they will advise us, as to what plans they have, concerning the Study. Mr. Norton, also, will be asked, to keep us informed.
4. W. Winegard presented figures on Statute Labour Boards and Roads Boards in the non-organized Townships. We note there are three Boards in one Township - Lebel - which includes Harvey Kirkland (1), Crystal Cottagers (2), and King Kirkland (3). Each townships amount of Grant from Province of Ontario; and Road Tax paid by the Land owners combine to make Total Revenue received for each Township where applicable. The figures do not include cost of Provincial Hwy's 11, 66, or 112. We asked W. Winegard to supply us with information on Roads Boards or Statute Labour boards if three (3) townships were to amalgamate and share costs. (Example - Benoit, Maisonville, Grenfell)



5. Provincial Land Tax figures were discussed and W. Winegard will try to get information re: Pipeline Tax per Township. These figures should be available before we hold our Public meeting in March.
6. Population figures cannot be tabulated until we receive the 1976 assesment data for each Township.
7. Cost of School Board Elections were reviewed with costs allocated to each Township at .75\$ per elector. In unorganized Townships it cost \$1.40 per property to collect taxes for K.L.B.O.F. Land Tax collection is approx. \$3.30 per property.
8. General Welfare Assistance figures were discussed and we note a Municipality's share is 20% on this. Family Benifits from Toronto are funded 100% to unorganized Townships.
9. Ontario Provincial Police figures show cost per Township also. Highway Patrol and Break and Entry share the largest cost to the unorganized Townships. No Municipality under 5000 in population would pay its own cost of Police Protection.
10. Health cost figures received are based on the usage of K.L. Hospital. We also receive services from the Temiskaming Health Unit, V.O.N. etc.
1. W. Winegard also had on hand the following:
  1. Cost per Twshp. for Children's Aid Socceity
  2. Home for the Aged - Teck Pioneer Res.
  3. Library Services

4. Airport

5. Economic Development

6. Recreation

7. Fire Protection

8. Garbage Disposal

2. We will have to digest the above information, and be ready to discuss them at our next meeting. Grant structures also are on the agenda for February.

W. Angus summarized minutes of meeting.

Approved:

..... W. Angus

..... H. Janssen

..... D. Perkins

Memo

Ucano East Meeting February 11, 1977.  
King Kirkland

present: Mrs. W. Angus  
Mr. H. Janssen  
Mr. G. Violette

1. Ucano East has 13 members at present Ucano West has 53. They are one organization for all intents and purposes. G.V. will send us info (1974) on member communities.
2. Ucano objectives are:
  - a) to speak with a united and hopefully strong voice (protective not political)
  - b) to have an elected body in each unorganized community; make people aware what government programs are available to them. A lot of government program money is not used because not enough publicity is given to them and people are unaware of their existence.
3. The elected bodies should be citizens associations, preferably not road boards because government has a financial lever on them.
4. G.V. will send info on bill 102 and Ucano objections to it plus the government response at the time.
5. Ucano's non-official position is that unorganized communities should be allowed to remain that way if they wish and not forced into organized ones if they cannot afford this.  
Stand on amalgamations - annexations same as ours.
6. Funds for fire protection available to unorganized communities through applications which are very complicated. Since no money will be forthcoming this year no use to apply hastily.  
We discussed waiting until our final report is completed.
7. Membership in Ucano available at request of community or township with spread out population such as Otto. No fee at present time.
8. There will be a meeting of delegates in Timmins on May 27-28-29th. Most likely all expenses paid for 2 members of each community.

9. We asked how Ucano saw best planning board arrangement for unorganized area's.

G.V. will get us some philosophy from a friendly planner in Ucano west.

10. We will keep contact through phone and mail.

G. Violette,  
Gogama, Ontario.  
705-894-2431

11. We probably should put the question of membership in Ucano to the people at our public meetings in March.



Small Communities Committee  
Meeting: King Kirkland Schoolhouse  
February 15, 1977 18:00 hrs.

Present: W. Angus  
H. Janssen  
D. Perkins  
W. Winegard

1. The question was asked; who does the SCC communicate with now Mr. K. Norton has left. Mr. Winegard replied that we should deal directly with the Treasurer until a new parliamentary assistant has been appointed.
2. Mr. Winegard wanted to add to the Feb. 1, 1977 minutes item 8 that family benefits are always paid 100% by the Province.
3. Mrs. Angus and Mr. Janssen had a meeting with Mr. G. Violette of Ucano East and the information obtained from Ucano East was briefly discussed. W. Winegard will provide us with a copy of a brief that Ucano West submitted to the government on fire protection and land use planning in unorganized communities.
4. W.W. will provide data on labour analysis regarding unorganized townships. Only 1971 data available at the present time. Some data compiled by the Kirkland Lake planning department were submitted to the SCC. W.W. will need three weeks to obtain the rest of labour analysis data.
5. There will be a public meeting in Gauthier Twp. on February 21st . The SCC members and W.W. plan to attend.
6. Mr. Winegard explained the operation of a planning board and the implications of an official plan and zoning orders.
7. At this point Mrs. B. Farr and Mr. R. Davis joined the SCC meeting, they had just attended a Kirkland Lake Council meeting where council decided to apply for planning control of Morrisette and Bernhardt Townships and annexation of a 2 X 3 mile area of Lebel Township. Mr. Winegard explained the implications of planning control on Morrisette Township.

8. S.C.C. members will attend a Morrisette cottagers association meeting on March 7, 1977 at 7:30 p.m.
9. It was decided that the next official S.C.C. meeting will take place at King Kirkland School on March 8, 1977 at 6:00 p.m.

Approved:

W. Angus  
H. Janssen  
D. Perkins

Small Communities Committee

Meeting: March 8, 1977.  
King Kirkland Schoolhouse

Present: W. Angus,  
H. Janssen,  
D. Perkins,  
W. Winegard.

1. The discussion started with the question of what more information we need on Arnold and McElroy Townships. It was decided that we do not need anymore info on these Townships. The 20 cottagers in Arnold and two residents in McElroy will be invited to the public meeting to be held in King Kirkland. Mrs Angus will get in touch with the representative of the cottagers and Mr. Yost-resident of McElroy.
2. The S.C.C. members understand that the Gauthier residents will submit their own brief to the Government. We are aware of their feelings as expressed at the public meeting in Dobie. No further action on our part is required.
3. The S.C.C. will write a letter to the cottage owners in Morrisette Township outlining our concerns regarding future organization of the area.
4. The S.C.C. will write a letter to the residents of Harvey Kirkland to gauge their feelings on possible annexation to Kirkland Lake and to see if the residents there want a public meeting with the S.C.C.
5. We discussed a letter from W. Winegard to Mr. R. Belanger identifying prevalent forms of organization in unorganized territories. The Isolated Communities Assistance Fund was briefly discussed. Notes on forest fire agreements between organized areas and M.N.R. were studied. A summary of costs of local services to geographic townships in Kirkland Lake Area was reviewed. 1976 population data were discussed and W.W. will check the validity of previous year's data. Types of relationships (contracts, joint boards Federation) between Municipalities were discussed. A comparison chart of present and market value assessments for residential and commercial properties in organized municipalities was studied.

6. We discussed the organization of the Final Report.
7. The next S.C.C. meeting will be on March 29th.
8. The next news letter will be sent as soon as we have a reply to our letter from the Honourable Darcy McKeough.

W. Angus  
D. Perkins  
H. Janssen



## Small Communities Committee

Meeting: March 29, 1977.  
King Kirkland Schoolhouse

Present: W. Angus  
H. Janssen  
D. Perkins  
W. Winegard

- 1) Minutes of the March 8th, 1977 meeting were accepted. It was decided to send copies of the minutes to Mr. McKeough and Mr. Norton.

- 2) Final Report Layout

A preliminary layout of the final report had been drafted at a luncheon meeting on March 25th by the three S.C.C. members. Suggestions by Mr. W. Winegard were discussed and taken note off.

Mr. Winegard agreed that the draft was magnificent.

Mr. Winegard suggested that the S.C.C. hire secretarial services to type the draft for the final report. D. Perkins will arrange this in the near future.

- 3) Mr. Winegard presented market value assessment data on the unorganized townships except for Arnold, Bernhardt, Morrisette, W.W. will check how old these data are. S.C.C. will only use them for comparison purposes.

Black River - Matheson special area charges were reviewed.

W.W. submitted a report from the Ministry of the Environment regarding a sanitary survey of Lake Sesekinika, a pollution survey of the Town of Kirkland Lake (Murdoch Creek) and the Swastika area. Lake Sesekinika has no pollution problem and S.C.C. is now requesting the same study results for Kenogami and Round Lake. W.W. will obtain this for us if such a study has been done. In addition to this W.W. will check if legislation exists that sets pollution standards for municipal sewage systems. The labour force study data regarding the unorganized townships will most likely be delayed and received by the end of April, the possibility of having our own employment survey in the townships was discussed. D.P. will investigate who can do this. W.W. will check if there would be any finances available for this project. We would combine this survey with the announcement of the public meeting dates. Inconsistencies in previously received population data were pointed out. W.W. will check these.

- 4) It was decided not to hold a special meeting for the residents of Harvey Kirkland, because there was insufficient response to the letters sent out to them only three phone calls out of a possible twenty were received. The Harvey residents will be invited to attend the public meeting to be held in King Kirkland at a later date.

Regarding Morrisette a total of 5 responses out of a possible 40 were received to our letter.

The Morrisette residents and cottagers will be invited to attend the public meeting in King Kirkland.

A letter from Mr. E. Thib to the treasurer and the response to it were noted. Mr. Thib has property in Bayly Twp.

A letter of the Bayly - Marter road commission opposing annexation to Kirkland Lake was read into the minutes. S.C.C. will reply as soon as possible. Mrs. Angus will draft this.

- 5) The S.C.C. feels it has<sup>to</sup> invite the neighbouring municipalities for comments, suggestions or information which they might have that could be relevant to our study. (Kirkland Lake, Gauthier, Larder Lake, Chamberlain, Englehart, Evanturel, Black-River Matheson)
- 6) W.W. was requested to obtain as much history of the area as possible for inclusion in the final report.
- 7) W.W. was requested to make a study for several models regarding a grouping of townships in municipal structures proposed were:
- a) Lebel
  - b) Benoit & Maisonville
  - c) Grenfell & Eby
  - d) Benoit, Maisonville, Grenfell & Eby
  - e) Marquis, Pacaud, Boston & Otto.
- 8) The next S.C.C. meeting was set for April 7th at 18:00 hours.

The main Topic to be discussed will be the format of the public meetings

Approved:      W. Angus  
                    D. Perkins  
                    H. Janssen

Small Communities Committee

Meeting: April 7, 1977.  
King Kirkland Schoolhouse

Present: W. Angus  
H. Janssen  
D. Perkins  
W. Winegard

- 1.) Minutes of the March 29th, 1977 meeting were accepted.
- 2.) A letter was received from the Township of Chamberlain inviting the S.C.C. to attend a May 6th council meeting to explain our part in the study.
- 3.) S.C.C. will engage some person to do a history resume on the study area. We have \$800. available for this study.
- 4.) W. Winegard will get printing estimates for the final report to see if it can be printed locally.
- 5.) The accuracy of previously received assessment and population figures was briefly discussed.
- 6.) We will receive a note about pollution standards from the Ministry of Environment; W.W. will get a report on pollution level regarding Otto Lake.
- 7.) W. Winegard presented possible proposals for Municipal organization in the study area. Studied were data for Municipal structures Benoit Maisonville, Grenfell Eby, Benoit Maisonville Grenfell Eby, Otto Boston Marquis Pacaud and Lebel.
- 8.) Finally Mr. Winegard presented a paper outlining a proposal for a Federated Community encompassing all unorganized townships under study plus Kirkland Lake.  
It was agreed to study this matter and to have the next meeting on April 19th, 1977.  
The three SCC members will have a meeting on April 14th to compose the next news letter and to set the dates for the coming public meetings.

Approved: W. Angus  
D. Perkins  
H. Janssen

## SMALL COMMUNITIES COMMITTEE

Meeting: April 26, 1977.

King Kirkland Schoolhouse

Present: W. Angus  
J. Colquhoun Ministry of Natural Resources  
P. Jackson TEIGA  
W. Winegard TEIGA  
D. Perkins  
H. Janssen

1. Minutes of April 7th meeting were accepted.
2. Mrs. Lynn Troke will be the S.C.C. secretary.  
Mrs. Bonnie Murray has been hired to do an employment survey by telephone.
3. Public Meetings:  
At the public meetings we want to inform the residents of the unorganized townships of the status of the study. A short review will be given to bring everybody up to date. Following this we will outline the general alternatives for forms of local organization. After a question period, we will hand out questionnaires to be filled out by all present. By means of these questionnaires we will get a fair expression of the wishes for organization or non-organization. Ministry representatives, MPP's, etc. will be treated as observers.
4. Mr. Colquhoun outlined the status of Harvey Kirkland residents. There are roughly 18 occupied homes on crown land. The Ministry of Natural Resources would like to give these people title to the property they occupy. They have a draft plan of possible subdivision whereby no resident would lose any ground, they would all gain something. The plan is now with the Ministry of Housing for approval in principle. After this approval has been obtained then the Ministry of Natural Resources would present it to the people of Harvey Kirkland.
5. The establishment and operation of garbage dumps was briefly explained by Mr. Colquhoun.



(2)

6. Mrs. Angus asked who is in charge of fire hazard prevention in unorganized townships. Mr. Colquhoun answered that in his opinion the Ontario Fire marshall could give advice on this. Mr. Jackson will find out more about this.
7. Mr. C. was asked about plans the Ministry of Natural Resources might have for Round Lake. Mr. C. said that the Ministry had plans to provide public access to the lake. There is a definite effort being made to provide public access to Kenogami and Sesequinika Lakes.
8. The makeup of the questionnaire was slightly modified.
9. Questions for the telephone survey were determined.
10. The choice of a historian for the final report was discussed.
11. Material presented by W.W. was discussed.
12. Mr. P. Jackson will apply some coercion to get Black River-Matheson, Gauthier, Evanturel and Larder Lake to reply to the S.C.C. letter of March 10, 1977 requesting input to the study.

Next meetings will be S.C.C. luncheon meetings to iron out public meeting organization.

Public meetings May 10th, 11th and 12th.

W. Angus

H. Janssen

D. Perkins

## Small Communities Committee

Meeting August 15, 1977 - King Kirkland Schoolhouse

Present - W. Angus  
          H. Janssen  
          D. Perkins  
          W. Winegard  
          L. Irvine

- 1) Minutes of April 26th, 1977 meeting were accepted.
- 2) A letter to the Mayor of Kirkland Lake written by W.W. was read. The letter suggested that the S.C.C. report would be available in print by the beginning of October, 1977. Mr. W.W. described the actions and procedures which would be followed once the report is available. Also, distribution of it.
- 3) Mr. W.W. outlined the printing arrangements. The taking of photographs for inclusion in the report was discussed. A lengthy discussion about the materials to be included in the report followed.
- 4) W.W. presented the Report of the Planning Act Review Committee. The S.C.C. had already received the section on planning in Northern Ontario from Ucano.
- 5) Miss L. Irvine enquired about the history content we wished in the report.
- 6) W.W. explained the provisions of the Municipal Affairs Act with regard to removing powers from a duly elected Municipal Council. W.W. also explained the operation of the O.M.B.
- 7) It was decided when the report is finalized, it will be highlighted in the form of a newsletter. We will contact Mr. E. Havrot, MPP, Tim. and Mr. T. Boland, Mayor, Kirkland Lake when the Newsletter is released to determine whether they wish to be further informed with regard to the contents of the report.

August 15, 1977.

W. Angus  
H. Janssen  
D. Perkins

APPENDIX E - SCC NEWSLETTERS

NEWS LETTER

FEBRUARY 1, 1977

The Small Communities Committee has been formed to study the issues and possibilities concerning local government, for the unorganized Townships, outside the Town of Kirkland Lake. They are Arnold, Bayly, Benoit, Bernhardt, Boston, Catherine, Eby, Grenfell, Lebel, Maisonville, Marquis, Marter, McElroy, Morrisette, Otto, and Pacaud.

Kirkland Lake will form a separate committee for the government study and Gauthier Township will be involved also by presenting a separate brief. The Gauthier, Kirkland Lake and SCC may meet toward the conclusion of the study to review and discuss the information gathered before the final report is prepared.

"Small Communities Committee" is the name proposed by Mr. Keith Norton (MPP) (who is parliamentary assistant to the Treasurer of Ontario - The Hon. Darcy McKeough) in a letter received by the elected members on December 17th.

On December 21st we advised Mr. Norton that we would serve on the restructured committee.

The composition of the Committee was left to the discretion of the 3 members (elected by the residents of the Townships in Sept. 1976) and we have decided to carry on with just the three for the present time.

TEIGA (Treasury Economics & Intergovernmental Affairs) will make staff available to provide data for the study. Mr. Bill Winegard has been gathering information for the Committees since Sept. 1976.

Mr. Norton states in his letter, "It may well be possible to come up with new forms of local government which are specifically adapted to solve local problems and to what the local people want."

What has been done to date:

We have had at least one meeting a week since the last of December, in which we have tried to:

1. establish an effective way of keeping residents and cottage owners in the townships informed of our activities.
2. become informed regarding the various types of municipal organization possible for unorganized townships.
3. obtain relevant data for the townships and Kirkland Lake (population and growth, tax resources, types of services and their costs, etc.)
4. plan our study, activities and sequence of public meetings.

This newsletter has been established as our primary means of communication until we have obtained enough information to have meaningful public meetings. Newsletters will be sent, whenever we have something worth while to report, to all residents and cottage owners in the townships. Those who do not receive the Newsletter, should contact one of the committee members.

Discussions regarding possible municipal organizations have been discouraging. We have been informed



that it is unlikely the government will approve Improvement Districts or Incorporated Villages for our area. On the other hand, the government now requires that an area have a population of at least 1,000 (This is roughly the total population of all townships together), to qualify for a Township Municipality. It may yet be possible to recommend some new form of local government structure if it is required that our area become organized in some way. We have agreed to continue to reject annexation of any area by Kirkland Lake, unless the majority of residents in a given area show that they desire this type of organization.

We have requested a great deal of information regarding services, costs, tax revenue, grants etc. Mr Bill Winegard has been collecting the data, but it has been slow in coming in to us. It will probably take us quite a while to finally get all the figures and put them together in a form that we can understand, but we hope that we will finally get answers to a lot of important questions: (what tax revenue is available from the townships? what are the population growth prospects for the townships and Kirkland Lake? what is the real cost to Kirkland Lake of providing services to people in the townships? what are the benefits to Kirkland Lake of providing such services?)

#### Plans for the Future

If all goes well and the information we request is forthcoming quickly, we will during the month of February sort out the alternatives for the unorganized townships, complete with tax figures, grant structures etc.

After we have sorted out the available information we will then present this to you at public meetings,

NEWSLETTER  
FEBRUARY 22, 1977

We will try to zero in on some of the information gathered by W. Winegard (T.E.I.G.A.) in our second Newsletter to the Home Owners and Cottagers.

Bayly and Marter - figures for taxes, etc., are not completed so we should have these for the next newsletter. Failing this, we will have them in time to chart them for the Public Meetings in March.

1. REVENUE: (Grants from Ontario Gov't)

The following are some of the Grants (Total) for the fourteen townships.

PROVINCIAL POLICE:	\$297,100.00
(Covering approximately 215,000 miles per year)	

HIGHWAY:	59,200.00
(Provincial)	

GRANTS TO UNORGANIZED TOWNSHIP ROADS BOARDS:	32,403.00
(Some of the Townships do not have Roads Boards)	

GENERAL WELFARE AND PER CAPITA ASSISTANCE:	63,264.00
(We are 40 per cent above the District Average)	

The above are only three of the services that the Province of Ontario pays grants for. Others are: Hospital, Homes for the Aged, Public Health, Childrens Aid, Regional Libraries, Property Tax Collection, Garbage Disposal, etc. These will be discussed at the Public Meetings.

The following data is the total taxes collected in the fourteen (14) Townships.

Road Tax	\$ 16,661.00
Land Tax	56,639.00

to be held in King Kirkland, Dane and Bourkes, early in March.

Although you gave us strong support in our opposition to annexation by Kirkland Lake at the time we were elected, we must have your continued support when the form of government or controls we want for us and our children for years to come, is finally selected.

The time of these meetings will be advertised as well as possible.

Make sure you are there!

After we have your opinions, ideas and decisions we will then proceed to write the final recommendations to the Ontario Government by the end of March. Those who will not be able to attend the public meetings, or anyone wishing to express an opinion is invited to write us at the following address:

S.C.C.

Box 10,

King Kirkland, Ontario

POK 1KO

D. Perkins

W. Angus

H. Janssen

K.L. Board of Education(School Taxes)	369,150.00
K. L. District Separate School Board Taxes (not complied to date)	.....

Some other areas we do not have information on to date are:

- (1) Population (2) Ontario Home Renewal Plan (3) Pollution
- (4) Recreation.

#### Employment Survey:

A survey taken on eight (8) firms within Kirkland Lake Boundaries show that 91.6 per cent of the employees are from the Township of Teck. The 8.4 per cent are drawn from areas outside the town boundaries.

Kirkland District Hospital shows a total of 370 employees, of which 339 are from Kirkland Lake area. Thirteen (13) are from the unorganized townships in our study.

Employment statistics are available on Adams Mine also. The mine employs 321 - from within Kirkland Lake boundaries (246 - Kirkland Lake 40 - Swastika 35 - Chaput Hughes) while employees from the fourteen (14) unorganized townships total equals 19.

#### CURRENT STATUS OF BUILDING RESTRICTIONS

We asked the Ministry of Natural Resources for a written statement which outlines the current status of building restrictions in the Townships of Boston, Lebel, Marquis, Marter, McElroy, Otto and Pacaud. A three page reply was received in the beginning of February. Briefly, the highlights are presented below. A copy of the full reply can be obtained from any Committee member.

1. The restricted area designation has not been removed, but the Ministry has now adopted a "flexible"



approach for all areas except King Kirkland.

2. In this approach, the Ministry will issue permits for residential construction which complies with existing legislation (health standards, etc.) Only one dwelling will be allowed on any registered parcel. Residential building permits require proof of ownership or valid interest in the parcel (agreement to purchase letter from owner, registered lease, etc.). Also, evidence of consent from other agencies must be obtained (Timiskaming Health Unit, Ministry of Transportation, etc.).

#### Letter to the Treasurer, Ho. W. Darcy McKeough

We have written to the Treasurer to obtain clarification of the Government's position, and to request certain action. We have asked the government to clearly outline its specific interests in our own particular area. We also asked the government to define its position with regard to proposals for new types of municipal organizations which may be proposed for unorganized areas. Furthermore, we have requested that the government take no action on Kirkland Lake's recent resolution asking for Land Use Control of Bernhart and Morrisette Townships, and annexation of part of Lebel, until our study has been completed. As soon as we get a reply, we will summarize it in the following newsletter.

#### Demonstration by Residents of Gauthier

In excess of 30 placard waiving residents of Gauthier Township (Debie) confronted Bill Winegard of the Ministry of Treasury, Economics and Intergovernmental Affairs as he entered the King Kirkland schoolhouse on the evening of February 1st, 1977 for a regular meeting of the Small Communities Committee.

The demonstration was an attempt to tell TEIGA that Dobie is already organized and is decidedly anti-annexation and anit-planning control by Kirkland Lake. Subsequently they sent a letter expressing these feelings to the Treasurer (Mr. Darcy McKeough) and have now received confirmation from the Ministry that no annexation or planning controls by Kirkland Lake are being considered. The Gauthier residents had a public meeting on February 21st. About 40 people turned out and some were disturbed about Mr. McKeough's statement that he would consider the possibility of annexation if strongly urged by Kirkland Lake council or if the area was facing a major shake-up by new development.

#### Planning Control of Morrisette Township

Kirkland Lake Council has decided to apply for planning control of Morrisette and Bernhardt Townships and for annexation of the North-West corner of Lebel Township (a 2 X 3 mile area). This is in connection with the airport. The cottagers association is going to meet with Mr. Winegard, Mr. Tom Boland and the S.C.C. members on March 7, 1977 to discuss the implications of the Kirkland Lake move.

#### Unorganized Communities Association Northern Ontario (UCANO)

Your S.C.C. members met with the Director of UCANO. This organization exists since 1974 and its objectives are:

- a) To speak with a strong united voice (Presently UCANO East and West have a total of 66 members)
- b) To make the residents of unorganized communities aware of government programs available to them.

The S.C.C. members will bring up the issue of membership in UCANO for communities like Bourkes, Seseikinika, Kenogami, Tarzwell, Dane, King Kirkland at the forthcoming public meetings. Membership could be considered if the majority of residents in these communities wish to stay unorganized.

Small Communities Committee

W. Angus

D. Perkins

H. Janssen

NEWSLETTER  
APRIL 17, 1977

The following dates have been set for the Public Meetings concerning the Homeowners and Cottagers in the sixteen (16) Unorganized Townships surrounding Kirkland Lake regarding the Local Government Study.

TUESDAY, MAY 10th - 7:30 P.M. - SWASTIKA PUBLIC SCHOOL  
FOR THOSE RESIDING IN THE TOWNSHIPS OF: BAYLY, BOSTON  
CATHERINE, MARQUIS, MARTER, OTTO AND PACAUD.

WEDNESDAY, MAY 11th - 7:30 P.M. - SWASTIKA PUBLIC SCHOOL  
FOR RESIDENTS IN BENOIT, BERNHARDT, EBY GRENFELL AND  
MAISONVILLE TOWNSHIPS.

THURSDAY, MAY 12th - 7:30 P.M. - KING KIRKLAND COMMUNITY  
CENTRE  
FOR THE RESIDENTS IN ARNOLD, LEBEL, McELROY AND MORRISETTE  
TOWNSHIPS.

The Small Communities Committee have reviewed the data received and would like to bring you up to date on what we have been looking into for the last few months, on your behalf.

The problems, needs, possibilities, alternatives will be outlined, as we see them, but the decision on any changes of status re: the Townships must come from you - the Residents of the areas involved. Your input is the most important ingredient in this study!

A TEIGA Representative will be present at all three meetings and our MPP, Mr. Bob Bain, will also be invited to attend.

After we have your input, then we must go on and make a final report, which will be turned over to the Government, for their recommendation for our areas.

#### NEWS SINCE LAST NEWSLETTER

This section will be kept brief, since details can be gathered at the public meetings.

- 1.) We received a reply to our letter to Mr. McKeough, Treasurer of Ontario.

Two points of interest are:

- a) It is the strong feeling of the government that, in general, unorganized areas should become organized with some form of local municipal government.
  - b) The government will consider new forms of municipal organization for our area which could be proposed in specific legislation.
- 2.) We have spent a good deal of time planning and organizing material for our final report, including arrangements for local typing and printing. We plan to devote a section of the report to the history of the townships. For this topic, we need as much help as possible - we would like anyone having any information relating to the history of the townships, to contact us at our King Kirkland address, or to telephone us individually.

SEE YOU ALL AT THE MEETINGS



### Why you should come

If you want to be masters of your own destiny, at least to the extent possible under our democratic system, you must attend the public meetings and express your wishes with regard to future organization of the township in which you have an interest. The Provincial Government has given you the opportunity to do so by establishing your elected Small Communities Committee some four months ago.

We, as your representatives have done a lot of work gathering data on the number of residents, assessment, taxes paid, existing local road boards, economy, relationships with existing municipalities, etc and are now in the final phase of our studies. The only data lacking is an employment survey for the unorganized townships. It is important for us to know where the residents of our area work. We have arranged that you be contacted by telephone during the first week of May.

At the public meetings we will present some viable alternatives for municipal organization in our area. From the outset it has been the intent that people in the area and not the Small Communities Committee should make the recommendations regarding future organization of the area.

So we expect that all of you will be at the meeting called for your particular townships and that you express your wishes clearly and freely.

You may attend all these meetings if you wish, but can only vote in the one for your particular area.

Let us fully use the opportunity that is given to us by our government to have the best local input possible in a study of this kind.

W. Angus

H. Janssen

D. Perkins

NEWSLETTER  
MAY 30, 1977

INPUT FROM LANDOWNERS

It has been brought to our attention that we have not sent previous newsletters to landowners who were neither residents or cottage owners. We therefore asked Mr. W. Winegard, T.E.I.G.A., to prepare a mailing list to include landowners, and this newsletter, together with copies of previous letters, are being mailed to them. We would like to assure everyone that we welcome input from all sources. You can request additional meetings (see section in this letter), or make statements to us directly at our King Kirkland address.

FUTURE MEETINGS????

During the meetings of May 10, 11, 12, we indicated that we would hold additional public meetings if required. We have had very few requests for such meetings. However, before we prepare the final report, we would like to be assured that most people are satisfied that they have had sufficient public discussion. Therefore, we are requesting that you write to us before June 15 if you would like us to hold additional meetings; by that date we will decide if further meetings are warranted before the report is prepared. Requests for meetings should be sent to the S.C.C., Box 10, King Kirkland, Ontario.

RESULTS OF PUBLIC MEETING QUESTIONNAIRE  
TOWNSHIPS OF MARTER, BAYLY, CATHERINE, PACAUD, MARQUIS  
BOSTON & OTTO

A total of 90 questionnaires were eventually returned

from the meeting for these townships; 14 were from Marter/Bayly and 76 from the Round Lake township group. All 14 from Marter/Bayly indicated that we recommend they be left unorganized; but if organization is required, 6 out of 10 stated they would prefer to form an independent municipality. Of the 76 replies from the 4 townships surrounding Round Lake, 42 were in favour of forming an independent municipality compared to 31 which indicated we should remain unorganized. However, if organization were required by the Province, 96% stated they would prefer to form an independent municipality.

NOTE: Of the 14 replies from Bayly/Marter 6 were cottagers. Of the 76 replies from "Round Lake" 1 was a cottager.

TELEPHONE SURVEY RESULTS  
TOWNSHIPS OF OTTO, MARQUIS, BOSTON, PACAUD,  
MARTER

A total of 148 people were contacted in these 5 townships. One thing that the survey has shown, is that these townships have long been settled with a stable population. 56% of the contacts have lived in the townships for more than 20 years; only 10% have lived in these areas for less than 5 years. Another result that will surprise many not familiar with our area is that most of the work force do not work in Kirkland Lake. In fact, for the 5 townships, only 28% of the work force find employment in Kirkland Lake. Although the questions regarding shopping have yet to be analyzed in detail it seems that more people buy in Kirkland Lake than work there. This is significant, since it means that the townships provide a net economic input to Kirkland Lake which, in some measure, supports the services that people receive. These relationships are still under study.

RESULTS OF PUBLIC MEETING QUESTIONNAIRE TOWNSHIPS OF BENOIT,  
MAISONVILLE, GRENFELL, EBY

A total of 108 questionnaires were returned from the meeting for these townships.

The percentages of people in favour of forming an independent municipality versus staying unorganized was:

Benoit 87%

Maisonville 68%

Grenfell 18%

Eby 47%

A total of 2 people voted for amalgamation with Kirkland Lake.

However if organization were required by the province, 89% stated they would prefer to form an independent municipality.

NOTE: Of the 108 replies received, 5 were landowners, 73 residents, and 30 cottagers.

TELEPHONE SURVEY RESULTS  
TOWNSHIPS OF BENOIT, MAISONVILLE, GRENFELL AND EBY

A total of 114 people were contacted in these 4 townships. Again the survey shows clearly that the townships have a stable population except for Grenfell perhaps. The percentage of residents that have lived in these areas for less than 5 years are:

Benoit 5%

Maisonville 23%

Grenfell 62%

Eby 34%

The same facts that were brought to light in the "Round Lake" area, again are true for the four townships named above, namely an average of only 26% of the work force work in



Kirkland Lake whereas most people do their shopping there.

We also found that Benoit, Maisonville, Grenfell and Eby have a high number of retired residents, roughly 21%.

RESULTS OF THE PUBLIC MEETING QUESTIONNAIRES FOR ARNOLD,  
LEBEL, McELROY, MORRISETTE TOWNSHIPS

Attendance for the above meeting was approximately 102.  
Response to the questionnaire was very good with 93 being turned in.

Arnold Township: Seven cottagers from Arnold Township filled in their questionnaire and all present at the meeting made comments, stating they want to be left along. Twenty two cottagers have their summer homes in the Howard Lake area.

Lebel Township: Turn out for Lebel Township was heart warming. The results of the questionnaire:

stay unorganized	43
amalgamate with K.L.	1
form independent Municipality	37

On the second part of the questionnaire, if the government insists on change of status for the township, nine would prefer amalgamation with Kirkland Lake while seventy would prefer an independent municipality. Eighty eight per cent of those present would want some form of independent municipality instead of annexation. Comments on sheets showed thirty seven were against Kirkland Lake's request to annex two by three miles of Lebel while, seven were in favour of two by three request. Lebel includes cottagers at Crystal Lake, Jordon Lake, Harvey Kirkland, and King Kirkland Townsite.

McElroy Township: The only two residents of McElroy Township

were present at the meeting, and they wish to be left as they are now.

Morrisette Township: To date we have not received the input from Morrisette cottagers. Some of the cottagers are compiling information for the study.

TELEPHONE SURVEY RESULTS      LEBEL TOWNSHIP

The telephone survey was conducted as part of this study. Results showed that the residents do most of their shopping for groceries, clothes, building materials, etc. in Kirkland Lake. The only noticeable out of town purchase was cars, trucks, with twenty five per cent of total (homes surveyed), purchasing vehicles in other areas. Eighty seven homes were contacted in Lebel (K.K. 77 and H.K. 10). Fifty two of the seventy homes in King Kirkland have residents who have been here from fifteen years to forty four years.

A total of 65% of the Lebel work force is employed in Kirkland Lake.

W. Angus

D. Perkins

H. Janssen

APPENDIX F - HISTORY OF THE STUDY AREA: SOURCES AND  
ACKNOWLEDGEMENTS

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By L.H.T. Irvine

INTERVIEWS: Bud Colquhoun; Ministry of Natural Resources,  
Swastika District

Mrs. Elsie Bound, Mrs. Lou Dunn; Boston Creek

The Gordon Swanson Family, Ken Swanson,  
Mr. G. J. Staples; Tarzwell

Mr. and Mrs. Ches Shea, Mr. and Mrs. Chris  
Brobeck; Sese kinika

The Gilmour Family, Mr. and Mrs. Ed Wadge; Dane

Mr and Mrs. Charles Drake, Winnifred Angus,  
Ross Waters; King Kirkland

"A History of Swastika Forest District," Ontario Department  
of Lands and Forests, Dist. History Series No. 15, (Toronto,  
1964)

Bolton, L.L., "Round Lake to Abitibi River," Report of the  
Bureau of Mines, (Toronto: L. K. Cameron) 1903

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Bureau of Mines, Vol, XXIII part 2, (Toronto: 1914)

Canada Year Book, 1932

History of Swastika District from 1947 to date, Ministry  
of Natural Resources, Swastika

Gordon, J.B., H. L. Lovell and Jande Grijs, "Gold Deposits  
of Ontario 1975," Ontario Division of Mines, Geological  
Branch, Open File Report 5156

Kindle, E.D., "Gold Occurrences East of Lake Superior,"  
(Ottawa: J. O. Patenaude I.S.O.) 1936

Kirkland Lake Board of Education Files

Northern Daily News, Kirkland Lake, from 1923.

Timiskaming and Northland Railway Annual Reports, North Bay

Tucker, Dr. Albert, Steam Into Wilderness "Politics, Public  
Ownership and the Ontario Northland Railway 1902-1962,"  
manuscript

APPENDIX G - PROPOSAL FOR FEDERATED MUNICIPALITY  
Submitted by W. E. Winegard

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OBJECTIVES

- (1) To provide for local control of and local contributions to local services.
- 

The enlarged municipal coverage would eliminate Provincial involvement with respect to unorganized territory for

- local portion of Health Unit expenses.
- local portion of Children's Aid expenses.
- local portion of General Welfare assistance, and its administration.
- collection and administration of Provincial Land Tax.
- performance of local road maintenance and engineering.
- administration of Home Renewal Program.
- development and administration of land use controls and building inspection.
- the local portion of Homes for the Aged.
- the local contribution to forest fire protection.
- possibly, the maintenance of local-service provincial highways.
- the representation of local views on local issues.

- (2) Reducing the reliance on local boards and ad hoc joint arrangements.
- 

The enlarged municipal coverage could bring a number of services efficiently under the responsibility of the municipal council for more coordinated, more reliable decision-making. Examples might include:

- joint or "extended-municipal" planning boards.



- joint board or similar arrangements for libraries, fire protection, community centres.
- quite possibly, District Welfare Boards.
- quite possibly District Home for the Aged Boards.
- closer control and more effective cooperation with Health Unit on planning standards and environmental protection measures.

(3) (a) Reducing the existing or possible duplication in municipal administration, professional services and equipment.

---

The necessity for municipalities to undertake a minimum level of activities at a less-than-efficient scale can best be eliminated with respect, for instance, to tax billing, borrowing, the appointment of clerks, treasurers, tax collectors, and road superintendents, and the purchase of road equipment.

(b) Ensuring that the administrative and professional services available to municipalities are of the maximum affordable quality.

---

This entails economies of scale, rather than duplication, which can make an all-round higher level of service possible. Examples might include the economical purchase of a photocopier or mini-computer for mailings, the economical hiring of a full-time building inspector, planner, professional engineer, the bulk purchase of insurance, bank loans, printed forms - to name but a few.

(4) Providing that policies of area-wide importance are developed and implemented under the direction of an area-wide political body, and backed by area-wide financing.

---

- the direction which any new development will take

(and, therefore, in which new services will follow).

- the management and protection of lakes and river quality.
- efforts to improve the economic stability and future of the area within which viable or common commuting distances create the job choices for local individuals.
- the maintenance of sanitation, public health and appropriate services to the sick and helpless.
- the provision of housing which is adequate from a physical and economic point-of-view, within the area where common commuting distances create the housing choices for local individuals.
- a fair and clear balance between services available and taxes paid.

(5) Ensuring that services which can only effectively be provided when decentralized within the municipality, can be provided under the effective control of residents of the locality which will be affected.

- local roads maintenance.
- recreation and community facilities.
- fire brigades.
- garbage collection, streetlighting and other accessory choices.

(6) Ensuring that representation from district localities reflects the impact of decisions upon the residents of the locality.

- ward representation on council

- appropriate participation or control by local communities regarding land-use regulation.

#### GENERAL SCHEME

The general scheme proposed is a modification of the conventional two-level municipal structures on the one hand; while on the other hand it would go beyond the single-tier structure, such as in Black River-Matheson, which features ward representation and some administrative decentralization.

The weaknesses of the conventional two-level structure include:

- 1) rivalry and duplication between levels.
- 2) less-than-full realization of economies related to the hiring of professional staff and administrative processes.
- 3) overlapping and ill-defined division of responsibilities for certain types of services.
- 4) neither level responsible for the bottom line on the tax bill.

The weaknesses of the conventional amalgamation include:

- 1) Services of most immediate consequence to local residents lose their responsiveness to differences between localities in their expectations and customary way of doing things.
- 2) Residents of amalgamated areas may have less control and less say over local issues and services provided in the area.

The solution proposed would feature:

- (1) Creation of a Single Urban-Centred Municipality
  - (a) control over the planning, stimulation and servicing of new development.
  - (b) responsibility for direct employment of all staff, acquisition of all land and major equipment.
  - (c) responsibility for tax billing and collection, banking and borrowing, receipt and dispersal of grants, etc.
  - (d) assuming responsibilities of local boards, and responsibility for local board levies and representation.
- (2) Creation of sub-municipal Community Committees
  - (a) single-member wards for Council representation.
  - (b) election of two additional representatives to Community Committee only.
  - (c) formal advisory and appeal role to represent community in planning and development decisions of Council.
  - (d) decision-making responsibility for local services which require decentralization.
  - (e) decision-making responsibilities on the detailed aspects of land-use regulation subject to the policies and review of Council on the basis of area-wide implications.
  - (f) performance of services exclusively by contract, with the municipalities or otherwise, and/or by having guaranteed access to municipally-hired staff and municipally owned facilities.

#### SPECIFIC SUGGESTIONS

- (1) Representation-General



- define "major urban community".
- define "federated communities".
- each fed to have one representative on council, elected at large at municipal election time within fed.
- fed representatives not to exceed 4 (5?).
- remainder to be elected from within MUC.
- total not to exceed 15.
- proportional representation on Council from MAC not to vary more than 15% from its proportion of population, AND
- not to fall below 60% if its proportion of population is 60% or better.

(2) Community Committees Composition

- each community to have Community Committee.
- three members.
- municipal representative to be chairman.
- two others to be elected as Community Committee members.
- municipal rep to be resident of fed communities.
- Community Committee members must be residents or ratepayers in fed communities.
- anyone entitled and choosing to vote for a municipal councillor elsewhere in the municipality may not vote for municipal councillor from the fed. communities.

BUT

- he may vote for Community Committee members.
- he may run for Community Committee member, provided he is not running for municipal council.
- Community Committee may divide the community into two wards for the election of Community Committee members.

(3) Federated Community Committee Powers and Duties

- (a) Roads - Community Committee to maintain and repair all roads now in Local Roads Board, Statute Labour Board, and any others serving 15 or more premises, or that may be adopted.

- Community Committee may define seasonal maintenance only roads, and make a rebate to landowners served by such roads.

- Municipal council shall appoint a road superintendent for each Community Committee, who shall advise it and supervise the maintenance and repair of the roads in accordance with Community Committee by-laws.

- Construction and extension of all public roads shall be the responsibility and at the discretion of municipal council.

- Community Committee shall provide for its maintenance and repair duties to be done:

- 1) by contract with private party.
- 2) by contract wiht the municipal council or another municipality.
- 3) by contract with the Ministry of Transportation and Communications.

- (b) Fire - Council shall, at request of Community Committee, appoint a fire chief for that Community Committee who shall advise it and supervise the provision of fire services in accordance with by-laws of the Community Committee.

- A Community Committee may contract with the municipal council or another municipality for the provision of fire protection.

ALTERNATIVELY

- A Community Committee may instruct the Council to provide such fire equipment as the Community Committee wants to pay for.
- this equipment shall be vested in the municipality, but shall be reserved for the exclusive use of the Community Committee, unless the Community Committee provides otherwise, and shall be maintained insured, etc. by the Council, unless the Council otherwise decides, at the expense of the Community Committee.
- A Community Committee may instruct the Council to hire such part-time firemen at such rate as the Community Committee wants to pay for.
  - these firemen shall be employees of the municipality, and shall be properly equipped, insured, and trained by Council, at the expense of the Community Committee, unless the Council provides otherwise, but their duties and remuneration shall be prescribed by the by-laws of the Community Committee.

(c) Recreation and Culture

- A Community Committee may instruct the Council to provide such premises and facilities for Community meetings, recreational events, and cultural purposes as the Community Committee wants to pay for.
- Such property shall be vested in the municipality and shall be properly maintained and insured by the municipality at the expense of the Community Committee, unless the Council otherwise provides.

- But the facilities shall be for the exclusive use of the Community Committee, unless the Community Committee provides otherwise, and the by-laws of the Community Committee shall govern the use of it.
- The Community Committee may contract for the provision of recreational or cultural services with:
  - 1) any private party
  - 2) the municipality or another municipality
  - 3) any school authority

- (d) Garbage - Municipality to build, manage and finance all dumps and land-fill sites.
- A Community Committee may contract with the municipality or private parties for the collection of garbage.
- (e) Other - A Community Committee may contract with the municipality or a private party for the enforcement of by-laws concerning dogs, line fences, weeds.
- Community Committee responsible for street lighting.
  - May contract with municipality for public transportation.

(4) Municipality Powers and Duties

- (a) In whole municipality, exclusive jurisdiction
- children's services
  - health services
  - general welfare assistance



- social and housing programs for senior citizens
- economic development
- housing development (except OHRP)
- garbage dumps and land-fill sites
- all communal sewage disposal and water supply
- all road construction, extension
- all administrative, professional and financial services (except as noted)
- airport and access
- library services
- all licensing
- building inspection

(b) In major urban area, exclusive jurisdiction

- recreation, community programmes
- fire protection
- police protection
- road maintenance, traffic control, streetlights
- garbage collection
- public transportation, parking
- grants to clubs, organizations (except economic development and social service)
- all development control

(5) Planning and Housing

(a) Official Plan

- to be developed by Community Committee.
- Council shall appoint planning officer to advise Community Committee and assist in preparation.
- Community Committee to hold public meetings.

- when adopted by Community Committee, plan subject to approval or revision by Council
- to be adopted as amendment to Municipal Official Plan.

(b) Zoning

- Community Committee may enact zoning by-laws concerning all or parts of its area.
- Such by-laws require approval of OMB and when approved shall be included as part of municipal zoning by-law.
- Council may pass zoning by-laws for all or part of a federated communities area, concerning the height of structures, the minimum size of lots, and the categories of land use.
- Before doing so, Council must demonstrate the importance of such zoning to the interests of the residents of the whole municipality, and must request written comments from the Community Committee which shall be submitted with the application to OMB.
- All by-laws must conform to the Official Plan.
- Municipal zoning shall not supersede provisions of Community Committee.

(c) Maintenance and Occupancy

- The Community Committee may pass maintenance and occupancy by-laws.
- If it does, the Council shall appoint a property standards officer.

(d) Building Inspection

- The municipality shall enforce the Ontario Building Code throughout the municipality.

(e) Subdivisions

- The Council shall request a written comment from the Community Committee upon receiving an application for a registered plan of subdivision.
- The Community Committee shall be the committee of adjustment for the community.
- Its decisions must uphold the relevant provisions of the Official Plan.
- Of its own initiative, the Council may, and on appeal it shall, rehear the application for severance or variance, and may vary the original decision.

(f) OHRP and Housing Development

- A portion, based on population, of money available, shall be allocated to community, and Community Committee may recommend loans to Council up to this amount every year.
- Otherwise, Council may carry out any programs concerning housing development throughout the municipality, including purchase and expropriation of land, including purchase and expropriation of land, either at the request of or in consultation with the Community Committee.

(6) Billing

(a) Tax Bill to include:

- (1) Education

(2) City-wide services: cost of:

- all general government  
(except debentures for  
community purposes)
- all economic development
- all planning
- all social services
- all health services
- all library services
- airport
- building inspections, by-law  
enforcement
- garbage dumps
- all housing programs
- all road construction and  
road administration

(3) Community Services

- recreation and culture
- fire
- road maintenance, traffic  
control, streetlighting
- garbage collection
- police force
- public transportation

(b) Environmental User Charges Bill

- (he who gets, chips in)
- water rate
  - sewer rate (costs to be  
polled among all communal  
systems)

(7) Grants

- All grants to be paid into the hands of the  
municipality, but according to a formula whereby  
each Community Committee can calculate its  
entitlement.



- The Annual Per-Capita grant to be increased from \$6 p.c. to \$9 p.c. and to be credited against the municipal levy, in recognition of much greater responsibility in the planning field.
- The density grant of \$5 per capita in respect of the federated communities to be paid to the municipality and credited against the community levy (except for the MUC).
- Option - Municipality may police whole municipality and get \$12 capita, or
  - Municipality may police only MUC and get \$8 per capita in MUC.
- An additional \$1.70 p.c. in respect of recreation programs be credited against the levy of each community.
- The library grant of \$1.70 per capita be credited against the municipal levy.
- The General Support and Northern Ontario grants totalling 21% of the levy be credited against both the municipal and the community levies.
- The Resource Equalization be calculated on the basis of each community being a municipality, or on the basis of a single municipality, whichever is the higher; AND the resulting percentage of the levy to be credited against both the municipal and community levy.
- Road grants to be paid to the municipality, but a pro-rated share of the total in respect of each community's road maintenance expenditure to be credited against the community levy.
- All other grants to be paid to the municipality, since all concern municipal areas of responsibility.







